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Vol 18

Commission

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THE ROYAL COMMISSION ON METROPOLITAN DEVELOPMENTS OF EDMONTON AND CALGARY

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PROCEEDINGS

DATE December 2nd, 1954.

VOLUME 18

The Court House

EDMONTON - ALBERTA

SUPREME COURT REPORTERS, EDMONTON

VOLUME 18

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130E	Brief prepared by Mr. Hodgson "Impact of the Discovery of Oil and Gas on the Economy of the Municipal Government of Edmonton"	2199
131E	Brief prepared by J. A. MacDonald entitled "The Principles and Basis of Assessments in the City of Edmonton"	2200
132E	Brief prepared by Mr. Moffat entitled "Assessment of Land Used for Agriculture	2201
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THE SITTINGS OF THE ROYAL
COMMISSION ON METROPOLITAN
DEVELOPMENT OF CALGARY AND
EDMONTON, held at the Court
House, Edmonton, Alberta, on
Thursday, the 2nd day of
December, A.D. 1954, at
9:45 a.m.

THE CHAIRMAN: Now then, Mr. Steer, are you ready
to proceed?

MR. STEER: I am, sir.

THE CHAIRMAN: If you please, Mr. Gertler?

LEONARD GERTLER, recalled to the Stand on his former oath,
was examined by Mr. Steer, testified as follows:

Q Mr. Gertler, we had got to the point yesterday where
we were discussing that statement made by Mr. Culham
in his article in The Planning Review, and you had
taken the position that perhaps we ought to have a
tax on the betterment. I think that is correct, is
it?

A Well, I wouldn't like to have it on the record that
that is what my position was. I'm not suggesting
that we should have a tax on betterment, I am merely
suggesting that if we make claim for compensation
in your type of case, then you have to consider
whether or not betterment is also required as part
of the same system.

Q You would suggest then that the two go hand in hand?

A That is my suggestion.

Q Yes.

A Although I'm not suggesting that it is the thing to

A (Cont.) do now in Alberta.

Q Are you familiar with the provisions of The Unearned Increment Tax in this province?

A Not too well, I know 10%, I don't know its conditions too well.

Q Would you say this would be correct then, that there is a tax of 10% on the increase in value over and above the former value of the land excluding all improvements?

A I believe that is the taxes I --

Q And that is in effect a tax on betterment, is it not?

A In a sense, yes.

Q It is, pardon?

A I suppose it is in a sense part of betterment anyway.

Q Well, if it is a tax simply on the increase in value of the land?

A M-hm.

Q Excluding any value which can be said to apply to improvements?

A Yes.

Q Then it is a tax on betterment of land, is it not?

A Yes, I suppose it is.

Q Yes, it is, is that right?

A I suppose so. I'm not fully familiar with that though to answer it decisively.

Q So that we are in the position that there is certainly authority for saying that there ought to be compensation for this type of situation, am I correct?

A I frankly wouldn't be able to pass an opinion on that question, Mr. Steer.

Q You wouldn't be able to pass an opinion?

A No, I would not be able to pass an opinion as to whether or not increment tax establishes a basis for compensation.

Q I am not quite suggesting that, Mr. Gertler, what I am suggesting is that there are things in The Town and Rural Planning Act; there are statements by recognized authorities which lead to the conclusion that there should be some compensation in these cases?

A Well, sir, it is true there are things in The Town and Rural Planning Act, but I find it extremely strange that the one section of The Planning Act which is absolutely specific on this matter, mainly Section 86, says that there should be no compensation for zoning, that you haven't taken that section into account.

Q Well, what I was going to say then, in spite of Section 86 it is recognized that in some cases compensation is necessary?

A Definitely.

Q And it may well be that the legislature when they enacted Section 86 didn't have this green belt situation in mind?

A Well, I couldn't say. The Planning Act dates from 1953.

Q And it may be necessary for the Legislature to reconsider its stand on this question of compensation, confining it specifically to this green belt?

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A Well --

Q Yes?

A I wouldn't say yes or no, I mean, the Legislature, of course, is the supreme law making body.

Q Quite right?

A And they can consider anything they please and change anything they please under the constitution.

Q But you are not prepared to take a stand one way or another on that question I just asked you?

A No, sir, I'm not.

Q I see, thank you. Now, you have taken the position in your brief that the sewage system will be working to capacity in anything from seven to fifteen years, is that correct?

A Yes.

Q Well, assuming that to be so for the moment, you then say that it is uneconomic to expand further because the cost per capita is going to rise, is that right?

A That is one of the considerations, yes.

Q That is what you say in your brief, is it not?

A I refer to other considerations as well, but that is certainly one of the considerations.

Q And you take that point as the point at which we must begin to decentralize this city?

A That is the theoretical point, we must begin right now.

Q "We must begin right now"?

A Yes.

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Q By reason of the fact that we are going to reach capacity in from seven to fifteen years?

A Assuming the very large assumptions in the population forecast.

Q Yes, and I was just going to say that that population forecast, we can't say that that is going to happen?

A No, I don't think we can. My own opinion is that making a population forecast for a centre such as Edmonton is a job for a university or a research foundation. It is a very complex matter involving a study of the whole economic structure, which we as a planning office have not been able to employ ourselves to, and the population forecasts are presented only as an indication.

Q So that we may say that not too much reliance can be placed on that graph of the population forecast which you have incorporated in your brief?

A If you wish to put it that way.

Q Now, this question of increased cost per unit or per capita, when you have reached a stage of full production applies to any business, does it not, it applies to a factory?

A Would you mind repeating the question?

Q I say that this question of increased cost, when any business begins to produce over its capacity, it applies to any business, is that correct?

A Ah --

Q Perhaps I should say it again, any factory --

A Yes.

Q -- is built to meet a certain output?

A Well, I would say that there is probably an optimum size for factories of different types, but the optimum, of course, varies with the type of production.

Q With the type of factory?

A Yes.

Q But just speaking about it generally?

A Yes.

Q At first the cost goes down until you reach what you call the optimum?

A Yes.

Q And then if you try to produce more goods than that, your costs begin to rise, is that right?

A I suppose.

Q And the step that's taken by all businesses in that position is that they invest more capital and expand, is that right?

A Sometimes they do, sometimes they establish a new plant. I think if you look at the recent tendencies in say General Electric Company, you will find that they have rather than concentrated their new production, they have dispersed it in various centres throughout the North American Continent.

Q Yes, but whichever of those two systems they adopt, they must expend new capital?

A Yes, in one place or another.

Q In one place or another?

A Yes.

Q But it is common to both situations that there is a fresh expenditure of capital?

A Certainly.

Q Yes. Now, in the case of the, in our case, in the city there appears then to be two courses open, as I understand it, we extend our system or we go into what you call satellite towns?

A Yes, for want of a better word.

Q Thank you. Now, it is quite correct that these utilities which must be established are very costly, they are expensive things to establish, are they not?

A Yes.

Q And these new satellites will either have to raise that money in some way or do without these essential services?

A Quite correct.

Q There is no doubt about it, that the City of Edmonton could raise the necessary money to establish these essential services without much difficulty, is that correct?

A Well, it depends really what the people of the city are willing to pay for expansion.

Q What I am referring to is this: this money that they use to make these investments in water and sewer is borrowed money?

A Yes.

Q And the City of Edmonton is in a much sounder position to borrow money at reasonable rates than

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L. Gertler - Steer Ex.

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Q (Cont.) a brand new satellite town?

A Well now, I think that statement couldn't be accepted as you have put it, Mr. Steer. You know very well that before the province made available some of its accumulated capital reserves, that the City of Edmonton's borrowing power in international markets was very much up to the limit, and the city, I believe, I think that the city Fathers would certainly admit it, were saved in a capital way by the funds made available by the province at a lower interest rate than was available in the open market.

Now, that service is available to all the towns of this province as well, so that in that sense they are on an equal footing.

Q I see, and the province then, you say, must lend the money to these new satellite towns whether or not it is financially sound for them to do?

A They apply certain standards of soundness; they apply, the province, I am sure, applies certain standards.

Q And there are towns, or, villages, I should say, in this province which have no water and sewer, is that correct?

A There are some, yes.

Q And possibly the reason is because they are not in a financially sound position to borrow money?

A That may be the reason. It may be a lack of local initiative. I have seen in this district a

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A (Cont.) considerable difference in services due to almost unexplained social factors where similar towns had similar opportunities, but the services are different.

Q Possibly because they didn't want to incur the expense?

A Maybe.

Q I was going to ask you, in this Campbellton site which was proposed some time ago, how was the water and sewer to be provided?

A I am wondering whether you couldn't get the answer better from the representative of Strathcona who probably has all the information at his finger tips.

Q I see.

A I haven't been in touch with the situation for quite sometime, and I think perhaps it would be a better source of information.

Q All right, we will leave that. Have you discussed with the province the question of providing the necessary capital for these satellite towns?

A No. We have always felt in The District Planning Commission that if an established community has the ingredients for economic development, as Fort Saskatchewan has, as in a way the settlement of Wabamun has where Calgary Power is establishing a power generating plant, and in other places, that it is much better to build up these communities than to establish new ones, and if that is the case, these communities have the existing facilities

A (Cont.) for capital borrowing that any other community has, and so the problem hasn't come up very sharply yet, although I can conceive of a situation where an industry might locate quite far out where it may be desirable to provide the facilities of a town nearby. In that case some special provision would have to be made for financing.

Q So that the extent of the thinking of your Commission on the satellites is that industries may well establish where there are already existing substantial communities, is that the idea?

A That in my mind would be the more desirable pattern.

Q I see. Now, I had understood, and perhaps we may come back to it, that the idea of your Commission with respect to a satellite town is that people who would perhaps work in Edmonton, would live outside in the satellite towns. That is not correct?

A No, sir, that is, the concept is not that. It is that there would be independence in employment in the satellite town. That is the basic principle.

Q That underlies, does it, that underlies it, does it, underlies your -- ?

A Yes, because such a community would have to be solvent and be able to provide a decent level of services so that industry is indispensable.

Q All right. I may have to go back to that again,



Q (Cont.) I think. Could we take tables 4 and 5 in your brief which deal with this question of increased cost per capita: now, in both the graphs that are found on tables 4 and 5, they show the cost per capita for different cities with different populations, is that right?

A Yes.

Q Now, what I am wondering is whether you can say that each of those different cities provides equal public services to its inhabitants?

A No, I think that to the extent that there is a difference in service, the graphs are invalid to that extent, but I think that when you get such a number of cities, and when you observe this pattern in a number of countries, the reoccurrence of it, I think, establishes a valid tendency.

Q Well, here's what I am wondering: if all the differences in services between those various cities were taken out so that all you had left was the increase in population, I am wondering what the graph would look like then?

A Oh, well now, it's a little difficult to say without some very intensive research, but, you see, if you take the mature American community of 25,000 people, I think you will admit in the realm of your own experience, that that community might be as well supplied with all that they need as a community with 250,000 people.

Q No, I am afraid I'm not prepared to admit that,

Q (Cont.) Mr. Gertler. The Commission has not made this necessary intensive research to show that this, as you say, per capita increase is in fact what happens?

A No, we have not in detail, no.

Q Now, looking at the graph of the increase in Edmonton costs, and I am wondering why our per capita cost, and I think our city, I should say first, is about 180,000 people, is that right?

A I suppose two hundred would be closer.

Q All right, two hundred. We have a per capita cost on your graph of about \$90.00 in 1953.

A Yes.

Q If you will look at the graph for table 4, I see that for a city of over a million people, the per capita cost is \$56.00?

A Well now, I think you will have to observe that these are 1947 figures, that's seven, eight years ago, and the expenditures taken into account, I don't think are exactly parallel to the ones embodied in the Edmonton figures, but they are comparative with each other, so that the comparison of size groups of American cities remains valid.

Q But the thing that puzzled me was the fact that ours was ninety and theirs was fifty six, with a tremendous difference in population. Now, if you will look at Toronto in 1953.

A Yes.

Q Toronto is in '52, and our graph for '52 or '53,

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Q (Cont.) I assume it doesn't make much difference, is still about \$90.00, and Toronto is about \$90.00, and they have three times the population. Now, can you tell me why there, again there is that difference?

A Well, frankly I don't think that the absolute figures have any bearing at all on the observation which was made here.

Q You don't?

A No.

Q Why not?

A Well, it is a matter which is relative to a given community. All we are trying to establish is that size in itself is a cost producing factor in the growth of cities. That's all we can establish. It makes no difference to our statement whether the cost of government per capita here is higher or lower than American cities or Toronto.

Q It doesn't make any difference?

A No difference at all as far as that goes.

Q I am wondering why the graphs were put in?

A To show the general relationship between size and cost. Surely that must be evident to you?

Q Does the Edmonton graph take into account the fact that there has been a great increase in the cost of materials since 1942?

A No, this graph could be reduced to terms of constant dollars by the application of a suitable index. I, before presenting this, I experimented with various indices, but did not feel that I had a

A (Cont.) proper index to give accurate reduction because of the nature of the expenditures of the city government. That is, none of the general indices, in my mind, which are available, apply to the range of materials which the city is concerned with, but if you applied an index, what would happen is that the amplitude of the curve would be less, but the shape would be the same.

Q You think the shape would be the same?

A Oh, yes.

Q But you haven't got the necessary index to do it at the present time?

A I don't think one is available.

Q Could one be got?

A No, the closest thing to it is a, I think it is a wholesale building materials index.

Q But, that is as far as the material part is concerned?

A Yes, and then you would have to add in possibly a wage index.

Q Generally speaking then the graph doesn't take into account the fact that a dollar is today worth fifty cents?

A No.

Q Or worth 50% of what it was in 1942?

A Quite, I think it is quite evident from the materials that it doesn't.

Q And that our city perhaps is a little unusual since from 1942, I think the city has been making capital expenditures which should have perhaps been made in the period 1930 to 1939 when we were having a

- 2150 -

Q (Cont.) depression, is that right?

A I suppose that was common to all Canadian cities that there was some postponement of capital expenditure, due on the one hand to depression, on the other to wartime conditions.

Q But, you would say it's true, certainly, of Edmonton, it is true of Edmonton that that is a factor?

A Yes, that must have been a factor.

Q So that it would appear without more studies and more calculations, there is really no factual basis upon which this statement that as the population increases, the costs increase?

A Oh, I wouldn't say that --

Q Well --

A -- Mr. Steer.

Q -- we have no material in the brief which is confined solely to cost and population, is that right?

A Oh, yes, we have material; the matters you have just been discussing, and I have admitted that there would be some differences in the absolute figures as a result of various factors. I think that the evidence here establishes the point.

Q You think it does?

A Yes.

Q Now, the low point on the Edmonton graph is in 1942, I think, is it your suggestion that Edmonton ought perhaps to have stopped growing at that point because it's the lowest -- it's the point of

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Q (Cont.) lowest cost?

A No, it isn't my suggestion.

Q That is not your suggestion, but your suggestion now is that we stopped growing before we have to make any further capital expenditures?

A No, that is not my suggestion.

Q That is not your suggestion either?

A No.

Q Well --

A Would you like to know what my suggestion is?

Q Yes, I would, I would be much obliged.

A Well, what I am saying is this: that -- the optimum size for an urban centre is something which is very desirable on the basis of all the experience in the development of cities in North America at least, if not in Europe, and that -- a major consideration is on the one hand, cost, and on the other hand, living conditions. As against that you have the economy of the country.

It is quite obvious that a centre like Edmonton has certain natural industrial possibilities. It is our position that the plan must give full scope to those possibilities, and as long as full scope is given within the optimum limits which we establish, on the basis of cost and living conditions, then the plan is consistent with the full natural development in this area. We also say that since it is demonstrated that as cities grow, per capita costs rise; the journey

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- A (Cont.) to work becomes longer; the downtown parking problem becomes more severe; traffic congestion becomes worse; it is more difficult to provide suitable housing accommodation; that in the meantime strenuous efforts should be made to establish a dispersed pattern of growth within a region. We look beyond what are the immediate urban limits, and we say that the real entity is the region out of which the resources which underlie the centre come, and if along with that objective, we see real opportunities for industrial location in other centres fifteen or twenty miles away, then we want to encourage all those opportunities, and I may say that month by month it appears to me, as various developments come to our attention, that there is a real possibility of that thing happening in the Edmonton area.
- Q Well, it would have helped me at least considerably if perhaps you had put those ideas in concrete form in the brief. Now, as I read the brief, you have taken the position that there is an urban law which says that as population increases, costs will go down, and that when you -- I beg your pardon, costs will go up, and that when you reach your capacity and, as I understand it, it has been the capacity of the utilities, decentralization should take place because you want to avoid further capital costs.
- A Well now, that's --

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will go down, and that when you
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in the future, and that when you
will go down, and that when you

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Q All right, you go ahead.

A -- go ahead.

Q Thank you, and that it is for that reason that you wish to confine this city within the realms of a green belt and for satellite communities to come into existence, is not that what you said?

A Well now, first of all, we have spelled out most fully the cost factor, but the brief has also said this: that the operation of the urban law can be demonstrated as well in the tendency with excessive growth towards intensifying problems of traffic; downtown parking; land costs and housing congestion. Now, we haven't demonstrated that because we were not writing a book.

Q No, quite right.

A But, I will say that it can be demonstrated. Now, as to your other point, certainly all these things are related; the optimum concept, the green belt, and a pattern of dispersed growth, they are closely related, and the brief states that.

Q Were you referring to page 9 when you read me that quotation?

A It's page 11.

Q Page 11, well, on page 11 about the middle paragraph, you say this:

"The Commission takes the view that the development of the metropolitan area will be more orderly and economic if it is consistent with the law of urban development rather than



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Q (Cont.) "in conflict with it, hence the attempt to define an optimum in its general plan. Growth may, of course, occur beyond the optimum, but not without serious consequences in cost and living conditions."

Now, are those the two things upon which you found your suggestion that this city must stop in seven to fifteen years, and satellite communities be established?

A Yes.

Q Thank you. Now, I am interested, Mr. Gertler, in this question of how much executive authority the Commission wants. Perhaps I could start by saying that usually the question of deciding what is best for a community or district is vested in the people who are elected by the citizens of the community, is that right?

A Yes, and I think that's a very valid principle.

Q Yes, and, perhaps The Town and Rural Planning Act is designed with that in mind, in view of the fact that it only gives the Commission advisory powers to fill its role, is that right?

A Oh, not necessarily, Mr. Steer, I think you would be the first to admit that local government is an evolving thing, and that the determining factor in its evolution is the needs of the people. That is, the forms of government themselves are not the prior, are not the prior thing, it is the needs of the people, and this brief, I think,

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A (Cont.) is based on the assumption that if as a result of the development of the province, new needs have demonstrated themselves, such as the need for an orderly regional development, that appropriate forms of government should be created, but in doing that, that the essential democratic principle you have enunciated should be respected.

Q Yes, all right, now, your Board or Commission, as I understand, it wants further executive powers?

A Yes.

Q And has it any proposal as to how it should get those executive powers and still be responsible directly to the people so that it will react to their views?

A I can tell you how far they have gone, and perhaps it's not far enough, but they have taken the view that at least the members of the Commission should be elected officials, not necessarily directly elected for that purpose, but coming from the various constituent councils. That is the situation, for example, in Toronto whereas, you know, the Metropolitan Commission has been given quite considerable executive authority, but all its members are, let us say, indirectly responsible to the people, and that is as far as the Commission has gone up to this point.

Q Now, my suggestion is that if a Commission of the nature which yours is, is to be given the power to tell people what to do and to spend their

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Q (Cont.) money, that it should be directly responsible, so that it can be removed if people are not satisfied with it?

A Yes, I think that you might say in pure theory that would be a desirable thing; personally, although the Commission has not made that proposal, my only hesitation would be on that score, is with respect to the cost of the extra electoral machinery, possible confusion in the public mind as to what these people are doing. I am referring to the fact that complexity in itself can sometimes confound democratic government. However, I have no quarrel with the principle of direct election.

Q It would probably be essential if we are to maintain what we have always regarded as being fundamentally sound in this country?

A I think it would be a desirable thing. I might say though that there is another, you might say, safeguard in existing legislation, and that is the right of appeal against any decision of the Commission.

Q May appeal to whom?

A To the Provincial Planning Advisory Board.

Q Is there any connection between your Commission and The Provincial Planning Advisory Board?

A Oh, yes, we operate under the Statute developed and -- sponsored by the Provincial Planning Advisory Board.

Q Sponsored by them?

A Yes, it is a Provincial Statute which originates.

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Q And the Provincial Planning Advisory Board consists of a collection of experts, does it not, town planners?

A Its composition is The Minister of Municipal Affairs; the Deputy Minister of Municipal Affairs, and the Director of Town and Rural Planning.

Q And who sits on these appeals, the Deputy Minister, the Minister and the Director?

A That's my understanding.

Q That's your understanding.

MR. DAVIES: Mr. Steer?

MR. STEER: Sir.

MR. DAVIES: I wonder if at this stage if you would have any objection to dealing for a moment with Mr. Gertler on the question of composition and election of the District Planning Commission at this point, because it fits in well. To what extent is it desirable that the person who sits on The District Planning Commission representing a given municipal area, also sits on the municipal council which he represents in the interests of a direct liaison between the District Planning Commission and the Municipal Council itself by reason of the fact that in the long run the decisions first have to be approved by the municipal council. Would you mind dealing with that?

MR. STEER: Not at all.

Q MR. STEER: The set-up of the Edmonton District Planning Commission, Mr. Gertler, is what, the

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Q (Cont.) membership?

A Oh, they are appointed from the constituent councils, and there are four members appointed by the Government of the Province.

Q Now, the four members who are appointed by the Government of the Province, who are they?

A In person or in representation?

Q No, I mean in representation.

A Department of Municipal Affairs, Department of Highways, Department of Education and Department of Agriculture.

Q I see, and what about people who are planners, if I may use the word, does the province appoint a planner to the Board, to the Commission?

A Well, the Director of Town and Rural Planning is a member.

Q Is a member also?

A Yes.

Q Oh, I'm sorry, the representative from The Department of Municipal Affairs is the Director of Planning?

A Yes.

Q I'm sorry, I didn't realize that, and are you a member of the Commission?

A No.

Q You are not?

A No.

Q Then, who are the other members of the Commission?

A Well, they are councilors from the City of Edmonton,

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A (Cont.) Town of Jasper Place and Beverly and
Town of Stony Plain, Fort Saskatchewan and so on.

Q They are councilors from the various municipalities
who are still the members of the Planning Commission?

A Yes.

Q Yes, and those councilors are, of course, members
of the various councils of the municipalities?

A Yes.

Q I see. Was that sufficient, sir?

MR. DAVIES: What I was really getting at more,
Mr. Steer, was this: you made a proposal or
suggestion that you felt that possibly the members
of The District Planning Commission should in the
first instance be elected direct by the electorate
from their respective areas?

MR. STEER: Yes.

MR. DAVIES: That is what I understood?

MR. STEER: Yes.

MR. DAVIES: What I had in mind was this: if they
are elected direct from the particular municipal
area which they represent, unless they are also
at the same time elected in another election to
the municipal council of that area, they do not
sit on the council, on the municipal council
and, therefore, it is fair to assume that they
are not particularly familiar or at least
necessarily familiar with what is going on in the
way of municipal thinking on the council, which
in the long run, what has been done by The District

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MR. DAVIES: (Cont.) Planning Commission has to go back in many cases to the municipal council to be approved. That is why I refer to the further question then: would the election of members of The District Planning Commission from a municipal area direct by the electorate perhaps result in their not being very close liaison between the District Planning Commission and the local municipal authority; whereas at the present time when the municipal council nominates one of its own elected municipal councilors to go and represent it on the Municipal Planning Commission, on the District Planning Commission, their councilor knows what is going on in the District Planning Commission, and he comes back to his council which has to deal with some of these matters from the District Planning Commission, and he knows what has gone on in both quarters.

MR. STEER: I see, sir.

MR. DAVIES: What I was suggesting to you, which I have no too definite an opinion at the moment, is that there might be conceivably a lack of liaison between the local municipal authority and the District Planning Commission if the election were directed to the Planning Commission from the electorate. That is really what I should like, if you have no objection to bringing that out of this witness?

MR. STEER: Yes.

Q MR. STEER: Mr. Gertler, the subjects over which

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- Q (Cont.) your Commission wants executive authority are subjects which affect an area as distinct from any one individual municipality?
- A Yes, there has been an attempt to define those common concerns.
- Q It's concerns which are common to the collection of municipalities which are members, and those are the very things which your Commission has had difficulty in implementing in the municipal council?
- A That's true, yes.
- Q You don't have difficulty with these councilors who are appointed by their various councils coming to your Board and dealing with things which are peculiar to the individual municipality from which he comes?
- A No, I guess not.
- Q No.
- A That's --
- Q It's only when you have a matter which is common to all the members and will benefit perhaps the whole to the detriment of one individual municipality that you have your difference?
- A Yes, the difficulty arises in that anything, of course, occurs in one municipality or another.
- Q Quite right.
- A And under statute, that municipality has the authority, but in fact the repercussions of these things, the development or subdivision may flow over

-2162 -

A (Cont.) the boundaries, and that's where we have had the problem.

Q And that's what I have been saying?

A Yes.

Q So that it is not a question then of these councilors being familiar with everything in their municipality, agreeing or not agreeing to implement, it's a question of whether or not the municipal council which controls the purse wants to take the necessary steps to implement this recommendation, which may be of general benefit to the whole area, is that right?

A I don't think I got the first part of your question, Mr. Steer?

Q I say, it's not a question then of, well, maybe I could put it this way: the fact that the individual councilors on the Commission are thoroughly familiar with everything in their respective municipal areas with regard to planning, that fact doesn't assist you, your Commission in implementing these plans which are for the good, as the Commission thinks, of the whole area, is that right?

A No, I wouldn't say that is necessarily true. There is hardly any substitute for intimate knowledge of a given area.

Q So that it assists you to your decision to that extent that these councilors have a peculiar knowledge of their individual areas?

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A I would think so, yes.

Q Yes, but to get the thing implemented, you have still got to go to the municipal councils?

A Yes, in the matter of land use, has to be implemented by the local councils.

Q And the difficulty which has arisen is that these municipal councils will not implement these schemes and spend their money unless they can see that it is going to directly benefit their particular municipality.

A I suppose in some cases that has been true.

Q So that if we leave the system as it is with these councilors appointed by the Municipal councils and give your Board executive authority, then those councils are going to be required to spend money on your direction, is that correct, if we leave the system as it is and give you the executive authority you want?

A I don't know, that would be true only if the District Commission had some mandatory powers with respect to approval of public improvements.

Q Well, is not that exactly what you are asking for?

A We haven't --

Q No, you haven't now.

A We haven't in our brief asked for the right to spend money for capital works. It might be desirable, but, we haven't.

Q You are asking, for example, on page 17:

"To achieve orderly development of the

- 2164 -

Q (Cont.) "Metropolitan area, certain government functions which are inherently metropolitan in nature, and others which are inherently regional in nature should be placed under executive control of appropriate metropolitan and regional planning bodies."

Now, I take it that those regional planning bodies and metropolitan planning bodies would be Commissions similar to the Commission which you represent?

A Well, it depends on what happens to the other matters before this Royal Commission.

Q Your thinking hasn't gone as far, hasn't gone beyond the point here that they be metropolitan or regional planning bodies?

A No, certainly the District Planning Commission hasn't asked for anything beyond these functions.

Q "Within the metropolitan area these functions are the designation of major land uses, approval of subdivisions, and planning of every aspect of the major road systems, the determination of population densities and the composition of housing, and scheduling the development of land."

Now, you ask for those, these metropolitan and regional bodies have those executive authority.

A Those are the metropolitan functions. If you read on, there are others listed.

Q Oh, I'm sorry, yes.

"Within the region, beyond the metropolitan area, these functions are approval of sub-

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Q (Cont.) "divisions, the location, size and design of hamlets and new towns, the determination of commercial zones along Provincial highways, and the location of district parks and recreational areas. Other aspects of regional planning, such as the planning of district towns and rural municipalities, should remain as advisory and technical services as they are at present."

So, you want that type of executive authority?

A That's right.

Q And that type of executive authority will perhaps intimately affect the individual municipalities in which it is exercised?

A Undoubtedly.

Q Undoubtedly?

A Certainly.

Q And unless the body which is exercising those executive authorities is responsible to the electorate, that exercise of authority would be unsound, would you say that?

A Well, they must, I think be at least indirectly responsible, although, as I have said, I think in pure theory that direct responsibility would be sounder.

Q Very sound, and that under the present set-up if you were given those executive authorities, the municipal councils would be required to bow down to the decision of the Planning Commission.

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A Well, if you choose to put it in those terms,
fine.

Q Thank you.

A But I don't think those are the only terms in which
it can be put.

Q Mr. BLACKSTOCK: What type of right of appeal would
you have in mind? Supposing they were not going
to bow down? "We want to go some place else and
have this talked over again", what type of appeal
would you have in mind?

A Under the present Statute any applicant has the
right of appeal to The Provincial Planning Advisory
Board. I think the Commission would recognize
that under these conditions perhaps a right of
appeal of a constituent municipality against the
decisions of the Commission should be made available
to some provincial body.

THE CHAIRMAN: As, for example, the Public Utility
Commissioners?

A Or such a thing as suggested in the city's
recommendations. They have suggested a provincial
body representing the pertinent departments.
I believe it was Highways, Education and Municipal
Affairs.

Q MR. BLACKSTOCK: Is there room for bias in
an appellate body of that nature?

A Is there room for bias?

Q MR. BLACKSTOCK: Yes.

A What kind of bias, sir?

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Q MR. BLACKSTOCK: Well, supposing it is something affecting highways?

A Yes.

Q MR. BLACKSTOCK: Why should the appeal go to The Deputy Minister of Highways, or, rather, why should he be a member of an appellate body?

A Well, perhaps it would, the bias would be minimized if it was a technical board, let us say, of high ranking provincial technical officials, or, you think it should be of a judicial nature -- I'm not certain.

MR. BLACKSTOCK: That's what I am trying to lead up to.

A Yes.

MR. DAVIES EXAMINES THE WITNESS:

Q Mr. Gertler, do you know what they have provided in Ontario, Mr. Gertler, is that the appeal is to The Minister of Municipal Affairs, but at the option of the appellant, he has an absolute right to request the Minister of Municipal Affairs not to deal with it himself, but to refer^{it} to the Ontario Municipal Board, and if it is referred to the Ontario Municipal Board, there must be a public hearing.

A Yes, well, I think that from one point of view that's a very desirable kind of thing. There is a problem though in that the dealing with many of these matters probably require some understanding of the

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PARTS OF THE HISTORY OF THE
CITY OF NEW YORK, FROM
THE FIRST SETTLEMENT TO
THE PRESENT TIME.

By JOHN B. HENRY.
NEW YORK:
PUBLISHED BY
J. B. HENRY, 10 NASSAU ST.

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A (Cont.) issues involved, and can we assume that if it is dealt with by some judiciary body, that that understanding will be there?

Q Well, of course, it's only the duty of the Board to deal with the evidence in a public hearing that is presented before us, before it, and courts every day in the land, whether it be a Supreme Court judge; the Appellate Division of Alberta; the Supreme Court of Canada, have to deal with the most technical matters, but they rely on the evidence of experts that are brought before them, and they make a judicial interpretation of the evidence.

A Yes.

Q Based on what they hear. Now, in the case of Ontario, if the appellant requests that the appeal should be heard by The Ontario Municipal Board, that request is absolute and must be dealt with, and then there is a public hearing, and I would assume that the reason for that was this: that there would be a number of matters that might be the subject of appeal which individuals would be prepared to leave to the discretion of the Minister. Those might be certain minor matters. On the other hand, there might be certain types of matters, for instance, a member municipality might think that the general plan, for example, for the area as suggested by the initiating authority was not fair to it, perhaps didn't allot

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O (Cont.) enough industrial area, for example. There might be many other examples, and they would want that aired in public, through public hearings and, therefore, they would want it referred to the Ontario Municipal Board.

Now, we have no similar Board here in name, but in point of fact our Board of Public Utility Commissioners in Alberta is the one that is the equivalent?

A I see.

O As a matter of practice built up, and municipal matters that are subject of appeal are referred to that Board in this province?

A Yes.

MR. DAVIES: I am sorry I interrupted you, Mr. Steer.

MR. STEER: Quite all right, sir.

MR. DAVIES: I thought it might be beneficial at this point to make clear what the position is in Ontario.

MR. STEER: Yes, sir, I am obliged.

O MR. STEER: I would like to pass on, Mr. Gertler, as I understand, the object of your green belt zone Act, it's to prevent residential fringe development. Is that the object of this belt?

A Well, I see that you wish to go over the material you went over yesterday?

O MR. STEER: No, no, perhaps I don't.

A Yes, that is one of the objects, and other objects as stated in the general purposes, namely the protection of natural park land and the buffer feature between antagonistic uses and so on.

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the view is very beautiful.

The road is very narrow and
the view is very beautiful.

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THE CHAIRMAN: Mr. Steer, you just govern yourself having in mind our break at any time now.

MR. STEER: It had completely slipped my mind, sir.

THE CHAIRMAN: Yes.

MR. STEER: Perhaps now would be a good point.

THE CHAIRMAN: Very well, if that suits you, thank you very much. We will have a recess for ten or twelve minutes.

(At this point the Commission stood adjourned for fifteen minutes and reconvened.)

THE CHAIRMAN: Mr. Gertler, if you prefer to sit, please feel free to do so.

A I understand that, sir.

MR. STEER: May I continue?

THE CHAIRMAN: Yes, please, Mr. Steer.

MR. STEER EXAMINES THE WITNESS:

Q Mr. Gertler, I have been asked to just for a moment go back to this question of responsibility in executive authority, and to ask you, in view of what Commissioner Blackstock has said and Mr. Davies has said, what is your view as to whether or not the appeal, assuming there is no direct responsibility to the electorate, what is your view as to whether or not the appeal ought to be to a body of completely uninterested persons on these questions.

MR. BLACKSTOCK: With judicial experience.

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Q With judicial experience, thank you.

A Oh, I think such a consideration deserves a lot of consideration.

Q A lot of consideration. Can you say yes or no?

A Well, actually I couldn't say yes because I am, frankly, not clear as to that one problem I raise as the familiarity with the material which might come before such a body. However, I certainly see that in the interests of impartiality and fairness, that such a thing might be very desirable. There is just an element of doubt though for reasons I have stated.

Q MR. BLACKSTOCK: Would you doubt the ability of this Commission, which knows very little about what we have been told now, to solve the problem?

A Well, my impression, sir, is that this Commission by virtue of its experience knows quite a bit about orderly development and finance and other matters.

Q MR. BLACKSTOCK: We spoke of The Public Utilities Board. You know that Board has, as far as I remember, has thirty four different jurisdictions under twenty five or twenty six different statutes.

A Well, I suppose you could tell us whether or not it works.

MR. BLACKSTOCK: It works hard.

THE CHAIRMAN: I will go further, Mr. Gertler, and say that in its long history it has worked well.

A I'm not really familiar with the degree of success, but if that is the experience in the Province, then,

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A (Cont.) we should respect it when we are thinking of this problem.

Q MR. STEER: The suggestion is that it would be better for a body with judicial experience to come to a decision on the merits of one suggestion or another on the evidence in front of it.

A Yes.

Q And that, you say, is sound, would you?

A Yes, I think there is a lot to recommend it, yes.

Q Now, for the sake of the record, I just would like to read to you a quotation from a book called "Model Planning Laws", and it is written by two men, Bassett Williams and Betman Witt, and it is the Harvard City Planning Studies and they have this to say concerning this problem of responsibility:

"In our municipal governments the municipal legislature is the body to which people give the power and which the people hold responsible for its use. We believe in the centralization of power in order that responsibility for its proper use shall be definitely fixed and the repository of that power may be called to account for its abuse. This is the essence of democracy which with all its faults is the best system of government which we have yet discovered. At one time municipal governments were split up into boards and commissions, each with more or less independent power in

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Q (Cont.) "the effort to obtain expert non-partisan service, the result was inefficiency throughout the municipal machine due to lack of definite acceptance for responsibility."

A Yes, I agree with that statement.

Q Yes --

A As long as you are placing it within the framework of one municipal government, that is, I do not believe in the special commission if it can be avoided, for the reasons stated, within the framework of one municipal government, but I think we must recognize that there is a special problem in regional planning which inherently is an inter-municipal matter, and because of that, it would seem to me that appropriate forms of government have to be discovered to carry out the function which is recognized, the need for which is recognized.

Q And we have got to the point that these municipal councilors appointed to the common board, that is not satisfactory in your view?

A Well --

Q Perhaps I should add --

A I think that I have really stated it as clearly as I can, my attitude towards that particular arrangement.

Q I see, all right, we were talking about the green belt zone A?

A Yes.

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Q And the purposes stated in your brief at page 17 is to exclude the residential fringe development?

A That is as well a purpose of the other green belt.

Q And the other two purposes are to provide a buffer between residence and industry and to provide natural parks in which people can have recreation. Am I right?

A Yes, those are the listed functions.

Q Those are the three functions, yes?

A Yes, although there are more than three listed here in the general purposes.

Q I see, to which page are you referring?

A In The Outline General Plan.

Q Oh, I beg your pardon. The only other one is to protect the major arteries for their primary traffic functions, is that right?

A Yes.

Q Now, I wonder if that object could not be achieved by zoning the area which you have designated as "green belt" for special housing? Perhaps I should have said this first: this fringe development that we worry about is sub-standard residential development, is it, something in the nature of slums?

A Well, there are two, there are two considerations here, and one of them is that naturally the municipalities of this area with the experience they have had in the past do not want sub-standard fringe communities if they can help it.

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- A (Cont.) The other one is that the green belt, as we have stated, is frankly, connected to a certain concept of growth, of urban growth, and so if that is an objective, then the exclusion of all urban development in certain areas is required.
- Q All right. I want to confine myself for the moment to the fringe development, the substandard development. This is the first point you raise in your answer. Substandard development could be prevented in a number of ways: the first one, I suggest, is that the area be planned for standard residential development, houses that are up to standard, that would prevent the substandard fringe, am I right?
- A Yes, assuming that the municipality concerned had an adequate building Code; that they had a competent building inspector, and that they had other enforcement machinery to make it stick.
- Q Yes, your answer then is that it could be done that way?
- A Under those assumptions.
- Q Yes.
- A Yes.
- Q And perhaps another way it could be done would be to permit all land uses in that area except residential?
- A Well, you run into a problem there because, as you will recognize, certain land uses such as, oh, let us say undefined industry, industry in general,

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A (Cont.) generates a demand for other adjacent land uses. That is, if industries are established, there may be pressure for housing areas nearby, and other facilities, so that you cannot really sterilize an urban unit.

Q Now, that leads me to this: the industry which, assuming that we do as I have suggested, the industry will develop a demand for housing, is that right?

A It may.

Q That's what you said, it may?

A Yes.

Q That housing in turn again could be controlled by the building code and the proper means of enforcement, can it not?

A Yes, I suppose it could, but, I don't think you are touching the central issue as far as The District Commission's approach to the problem is.

Q Which is that you want to confine this city, am I right?

A No.

Q What is the approach?

A I have told you that the District Planning Commission has prepared a plan which provides for 400,000 people or at least 350,000, which is some years away; that they think they know how growth may be encouraged and accommodated within the region without any detriment to the economy, and that they are proposing a plan for the achievement of that objective, but,

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A (Cont.) certainly if they are not successful, the District Planning Commission would not stand in the way of the growth of the central area.

Q No, of course, it wouldn't. We can, however, prevent this substandard fringe development by either or both of the methods I have just suggested, could we not?

A Yes, I suppose, I suppose we could.

Q And we could confine, we could also zone that belt for all uses except residential, and the housing that has generated by virtue of the industry going in there, and the other land uses, could be, as you people suggest, as your Commission suggests, could be channeled into satellite towns, could they not?

A Well, if the development is far enough away, if it is so close and, of course, these things would not remain self-contained, it would just be part of the urban spread.

Q I see. I am suggesting, however, that you could achieve your object, if we want to achieve it, by permitting that land to be used and still using the satellite towns?

A No, because an essential element of the satellite concept is that the rising curve of cost, the upward movement of the cost curve should be broken. The curve of intensifying traffic problems should be broken, and other features. Now, under your consideration, that wouldn't happen, it would just

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A (Cont.) all be added in.

Q I wonder if that is necessarily so? You see, these industries that would be in your green belt would be on the fringe, so that it is not necessary for the employees to come into the city at all.

A Where would they get their utilities from?

Q Well, these satellite towns must get their utilities from some place. Now, I am assuming that we are going to adopt your satellite town principle?

A Yes, but their utility system would be independent from that of the central city.

Q Yes.

A And that would not be the case in your hypothesis.

Q Oh, all right. I wonder if we couldn't achieve the confining of the city by using a narrow green belt such as you have got on the south of the city on this map, on the south and east of the city, instead of having this thick green belt which we have to the north. What about that?

A That is a matter for The District Planning Commission.

Q I don't quite understand the answer.

A Well, you are now discussing a specific question of zoning. You are discussing a land use plan which is partly official and adopted by our constituent municipalities, and I have no right here to pass any opinion as to the amendment in that plan.

Q I would be glad if I could get your personal opinion, Mr. Gertler, why is it that on the south east of the city this green belt is only, I believe you told me

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Q (Cont.) yesterday, one hundred feet wide?

A No, it is more than one hundred feet wide, it's several hundred feet wide.

Q Several hundred feet wide?

A Yes.

Q Why is it so narrow there?

A Well, the green belt there has only the purpose of buffering.

Q Buffering?

A And the industry is well set back from the property line, and the green belt adds some extra space to take care of any hazards and any nuisances. It is not considered necessary to make it any wider to achieve its purpose as a buffer.

Q Why couldn't the same principle be applied on the north side of the city? That is, you have your industry, and I have heard it said here in evidence that these industries are prepared to put suitable grounds around their plants. Why couldn't then we have a similar narrow green belt around the north of the city?

A Well, possibly we could, I couldn't say offhand how the District Planning Commission would accept your suggestion, Mr. Steer.

Q I see.

A Possibly you could.

Q Possibly you could?

A Sure.

Q And if either one of those three suggestions I have

THE GOVERNMENT OF THE DISTRICT OF COLUMBIA
OFFICE OF THE DISTRICT COMMISSIONER
WASHINGTON, D. C.

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Q (Cont.) just made were adopted?

A Yes.

Q It is true that we would get a larger assessment and our situation, as far as money is concerned, would be improved?

A Well now, that is not necessarily true, you see, if you took that area on the north that you have talked about, that half mile strip, and if under present conditions where you haven't got services, where you would, if you took out the zone, you would have to permit housing. You would not get because of many reasons, the fact that mortgages are not available for houses which have no utilities, are not easily available, you would get a substandard type of development.

Q Now, may I just make a --

A Now, I would like to answer your question fully, Mr. Steer, and we know on the basis of our studies that a house which is substandard or, let us say, even a small house which is assessed low, cannot begin to pay for the services it requires.

We made a study in the Town of Fort Saskatchewan, for example, in which we compared what a house in the various classes of conditions returned to the municipal coffers, and what a house costs, and we found some very interesting things, for example, we found that a house which was in the third grade as far as quality was concerned, size and state of external repair, cost the municipality, like all other houses, approximately

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A (Cont.) \$102.00 for municipal services. It returned to the municipality about \$18.00.

Q Per what?

A Per house, in other words, there is a deficit of \$85.00 per house to the municipality and, that was made up by the better properties, by business and so on.

Q Just a moment, I am going to have to ask you a question because I haven't followed you at that point.

A M-hm.

Q It cost the municipality \$102.00 to put the utilities in?

A For all municipal services.

Q All municipal services. All right.

MR. MOFFAT: Could we be clear too whether you are speaking per year or -- ?

A Per year.

Q MR. STEER: That's what I wanted to find out.

A 1953.

Q It costs them \$102.00 per year to put in the utilities, all municipal services, is that right?

A Yes.

Q By "all municipal services" you mean, what, water and sewer would be two of them, would they?

A No, I am referring to -- everything except this: costs of administration; education; health and social welfare, and other costs which cannot be attributed directly to property. Our calculation

It seems that the only way to
utilize all available resources, is that

By the way, the only way to

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A (Cont.) excluded those things and took in costs in general for road maintenance, repair, the costs of operating the utility systems, and every cost which is related to property. Police protection and things of that sort.

Q I see.

A And those are the figures so that --

Q Now, this is --

A -- my point is this, that that type of development is no asset to any municipality.

Q Well now, just one moment. I want to get it straight that when you say costs \$102.00 a year, you don't mean capital cost?

A No, this is operating cost.

Q Operating costs, and the \$18.00 per year that the house returns to the city is what, what sort of a return is it?

A In taxes, municipal taxes.

Q Municipal taxes?

A That is the municipal taxes on the house.

Q The mill rate imposed on that house only returns to the city \$18.00 per year?

A In the case of that type of house. That isn't the only type of house in the town.

Q No, all right, it's a grade three house, you say?

A Yes.

Q What is a grade three house?

A A grade three house, you really are interested in the subject, aren't you?

It is not a good idea to
try to do too much at once.
It is better to do a little
at a time and keep it up.

- 2183 -

Q Well, I must find out about this. It comes as a bit of a surprise to me.

A It was based upon a house to house survey, a field survey in which the main factors considered were the age of the house; the type of foundation; the state of external repair and the area.

Q Right. Now --

A And the houses were scored on the basis of those factors, into four groups.

Q And now we are talking about a grade three house?

A Yes.

Q And what of those factors does a grade three house have?

A Well, the typical one would be built between 1915 and 1929; it would have a dug-out foundation; it's state of external repair would be poor, and its area would be 450 square feet, but the features may be mixed up differently.

Q May I look at that please?

A Sure. I will sell you one for two fifty.

Q I might well buy one. Is it a survey of Fort Saskatchewan?

A I beg your pardon?

Q Is it a survey of Fort Saskatchewan?

A Yes.

Q Yes. We are dealing with Edmonton or the area --

A Yes, I realize that --

Q -- just around Edmonton?

A -- that Fort Saskatchewan is practically another

1870. 1871. 1872.

1873. 1874. 1875.

1876. 1877. 1878.
1879. 1880. 1881.

- 2184 -

A (Cont.) country.

Q It's quite a way away?

A Yes.

Q Now, my supposition which I put to you originally was that these houses would be standard, and you said to be that, there must be a proper zoning by-law, proper enforcement, proper utilities?

A Yes.

Q So that the tax base might on that supposition be enlarged, might it not?

A Providing there were utilities and all the other things.

Q Yes, and is it not a rule, certainly in this city that utilities are prepaid in new development?

A Yes, but there are certain physical and financial limits because the municipality still has to bear a certain capital cost, and as you know, in that area they are not yet available, and in the last four years during which that zone has had official status, it has been quite beyond the pale of servicing.

Q To date?

A Yes.

Q And certainly if you permitted industry to go in there, you would prevent the fringe development as you said possibly we would, and the assessment would be increased on that basis, would it not?

A Industry in where?

Q Well, we are talking about that green belt?

CC 10 25

1845-1850

1851-1855

1856-1860

- 2185 -

A Which part of it?

Q The north?

A All the north? We are going to have industry brought north --

Q Very well, I will confine my question to this: that you permit industry to go in into areas which are suitable for industry?

A This is a hypothesis you are -- ?

Q Well, we have started off on a hypothesis, yes, we will continue. Would that be correct?

A What would be correct, sir?

Q That our assessment would be increased?

A Yes, but your assumption there is that that industry couldn't go somewhere else and would not still increase the assessment, when we have, what is it -- eight square miles of industrial land?

Q In that case, Mr. Gertler, perhaps we would get the benefit of the assessment from both places?

A Possibly.

Q Now, again, taking this hypothesis that we have been assuming, it is quite possible for planners to select areas for recreation?

A Yes.

Q Which would be suitable for that purpose?

A Certainly.

Q And that in fact has been done, has it not, in Detroit?

A Yes, there is a very impressive system of parks.

Q It's very good?

$$\frac{d}{dt} \left(\frac{1}{2} \dot{x}^2 + \frac{1}{2} \dot{y}^2 + \frac{1}{2} \dot{z}^2 \right) = \frac{d}{dt} \left(\frac{1}{2} \dot{x}^2 + \frac{1}{2} \dot{y}^2 + \frac{1}{2} \dot{z}^2 \right)$$

$$\frac{d}{dt} \left(\frac{1}{2} \dot{x}^2 + \frac{1}{2} \dot{y}^2 + \frac{1}{2} \dot{z}^2 \right) = \frac{d}{dt} \left(\frac{1}{2} \dot{x}^2 + \frac{1}{2} \dot{y}^2 + \frac{1}{2} \dot{z}^2 \right)$$

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A Yes.

Q And they have selected those areas for recreation, I think, Lake St. Clare and the two rivers, the Huron and the Clinton and hills surrounding, is that correct?

A I believe something like that, yes.

Q And further they have selected areas which are in the terminal, in what is called a terminal moraine country, and some of the land consisted of abandoned farms, is that your understanding?

A Yes, I think something of that nature has happened.

Q Now, is it correct that the green belt you visualize, Mr. Gertler, has not been put into force in any American city?

A Well, I'm not absolutely certain that that is the case, but I am wondering whether you would mind my reference to The National Capital Plan as a place where the green belt has been put in force. I think it is pertinent because Mr. Gordon Culham is a member of The National Capital Planning Committee --

Q Could I just finish what I was doing?

A Yes.

Q And perhaps when we are finished, when I am finished.

A Yes.

Q You may want to say something to the Commission, but it would help me and, perhaps shorten it if we could go ahead with the line I am pursuing.

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- 2187 -

A If you wish.

Q Thank you. You said that it has not been put into force in any American city?

A No, I wouldn't say that, I am not sufficiently familiar with the very many American cities to say that.

Q I am going to refer you again to this October review of The Community Planning Review, and it is the article written by Mr. Kenneth Mayall, Cambridge University and Toronto University. You would recognize him as an authority, would you?

A All right, for the sake of argument.

Q If I may read one paragraph on page 15:

"The first is, of course, the type of green belt plan for London, England as expounded by St. Patrick Abercrombie. Its functions were to be limitation of further urban expansion into the belt; natural growth permitted outside the belt; and preservation of the belt as chiefly agricultural land, for providing fresh foods and dairy produce to the city, but with recreation the primary use. These functions were, of course, conditioned by the most unlimited agricultural hinterland surrounding the London community, and the belt was well described as an impact zone separating satellite towns from the main urban community. There appears to be no

1941-1942

1943-1944

1945-1946

1947-1948

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- 2188 -

Q (Cont.) "green belt of this scope on an officially
accepted plan in the United States."

Would you accept that statement as correct?

A Well, I know for a fact that it's not entirely
correct.

Q You say it is not entirely correct?

A No, I know for a fact that there are certain
cities because I know of at least two or three and
I suspect that there may be more.

Q All right, could you just briefly tell me the names
of the two or three cities?

A Well, I can refer you to the town of Green Belt,
Maryland or Green Hills, Ohio, Green Dales,
Wisconsin.

Q Those are the three that you can refer to, yes?

A Offhand, although I haven't looked into it lately.

Q And the general rule then apparently is that there
is no green belt, the green belt then of this type
is not accepted generally in America?

A No, I wouldn't say that, and for that reason, I
did want to refer to this National Capital Plan
reference because I think it is very pertinent
to the question you have asked, Mr. Steer.

Q All right.

A With your permission I would like to refer to
it.

Q Could I just pursue this, and then you will have
full liberty, full liberty to do as you please
with that?

100-1010

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to my dear
and my dear

- 2189 -

A Certainly.

Q Is it not true that around Edmonton there is, or, are, I beg your pardon, areas which are suitable for recreation and ought to be used as such?

A Well, I think that there are some, yes.

Q One would be the Saskatchewan River valley?

A Yes.

Q That is eminently suitable?

A M-hm.

Q The Sturgeon River valley might well be another?

A In some parts.

Q And, to mention two others that are fairly close, Cooking Lake could be made into a suitable recreational area?

A Yes.

Q And perhaps Lake Wabamun?

A Yes, in fact, quite recently our office has been instrumental in bringing the attention of The Provincial Parks Board to a large area around Lake Wabamun which, I believe, they are seriously considering, and could be a new district recreational centre.

Q So that we could on the hypothesis I have been pursuing, set aside areas which are in fact suitable for these recreational uses?

A Yes, we are looking for recreational areas, certainly.

Q And, now, I am wondering whether we could talk for a moment about these satellite towns: this city

- 2190 -

Q (Cont.) is not only a place where industrial workers are housed, it is a business centre, isn't it, and there are a great many activities and things which must be in this city, and those people and those activities and businesses generate employees?

A Yes, I would say yes to all those questions.

Q I'm sorry, I didn't mean to rush. Now, the satellite towns will be towns around the City of Edmonton to avoid this overcrowding of the utilities and to confine the city, is that right?

A Would you mind repeating the last part?

Q Yes. As I understand it, you advocate satellite towns because in seven to fifteen years our utilities are going to be at capacity, and that the city should be confined within those limits. Now, is that right?

A Well, well, it is right up to a point.

Q Now, where am I wrong?

A I think you are wrong in the sense that the thing which we regard as important is the concept rather than the boundaries, that is, at the present time with the state of costs with our present technology, we have defined certain optimum boundaries. We think, because we think that the greatest satisfaction to the people of this region can come about by a dispersed pattern of growth based upon all the experience on the North American continent as to what has happened where you haven't had an eye to the pattern of growth, but, that does not

- 2191 -

A (Cont.) mean that the optimum will always and forever be defined as it is there today. I don't think that's what it means.

Q You don't think that's what it means?

A No, it means that we define at a given time with a given structure of costs and technology, a certain optimum, and certainly it has to be defined broadly enough to give you scope for working out an alternative, which we are trying to do now.

Q All right. At some stage, according to the theory of your commission, you are going to have an optimum, whether it is for fifty years or one hundred years, it doesn't matter, there is going to be an optimum at some stage for some period of time?

A Yes.

Q All right, and in the interval between that optimum and the next, you are going to put people into satellite towns?

A No, we are going to ask people to go to satellite towns.

Q I beg your pardon, I didn't mean to suggest that you would force them. People are going into satellite towns?

A Yes.

Q Many of these people in the satellites will work in the city, will they not?

A Well, the plan is based on the assumption that most

Left

at 10:00 AM

and arrived at 11:00 AM

at the school

- 2192 -

A (Cont.) of them will not, otherwise they will not achieve their major purpose.

Q How are you going to prevent them from working in the city?

A No one will prevent them.

Q No one will prevent them?

A One would have to rely entirely upon the opportunities which grow up in the dispersed centres.

Q So that there is a good possibility then that the people living in the satellite towns will be travelling to the city?

A Some of them may, yes.

Q Some of them may well do?

A M-hm.

Q And those people will be using the trunk lines of communication which come into this city in like the spokes of a wheel?

A Undoubtedly, if they want to come into the city.

Q Yes. We may well find ourselves with a daily funneling of people from the outside into the city in the morning and back out at night?

A Well, of course, isn't the degree the all important matter, Mr. Steer, to admit that a few people may come into the city to work is not to say that we will have mass movements of transportation from these centres to the city.

Q That's what I am suggesting as a definite possibility?

A Well, I am suggesting that, and I see it working,

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- 2193 -

A (Cont.) I see it working, and you heard the evidence of Sherritt Gordon Company, the process actually is going the other way. The plant is established at Fort Saskatchewan; the people are living there, and those who are living in Edmonton are tending to go to the town because that's where they work, and the results of our Journey-To-Work survey show us that where people have a chance, they prefer to live near their place of employment, so that as long as these are real satellite towns; that is, as long as they are based upon industry and other economic activities, then the chances are, on the basis of all our experience, that the movement from these towns to the centre during peak hours, not during leisure hours.

Q Not during which?

A Not during leisure hours, will not be very great.

Q All right then, my difficulty is that, are you going to, having reached your optimum, and you have told me the city is a business centre which grows as a business centre. Are those people going to live in the satellite towns?

A Oh, no, no, I am certain that there are certain facilities which belong to a centre of this type and which cannot be separated from it.

Q All right. Now, I have great difficulty in seeing how we are going to avoid, if these communities are set up, a funneling into the

- 2194 -

Q (Cont.) City of Edmonton in the morning and the same movement in the opposite direction at night.

A Well, your difficulty is based on the assumption that there would not be available within the Edmonton area sufficient housing accommodation, sufficient land for housing.

Q Well --

A Now, that's the assumption you are making.

Q Well, does not that assumption follow from the very fact that you say there is going to be an optimum?

A No.

Q It doesn't?

A No, I don't think so.

Q Why not?

A Well, maybe I don't follow your line of reasoning? Perhaps it would help me if you could show why you think the optimum automatically means that people will be living far away and commuting to the city.

Q That's the way I have understood your theory all along. It is this: that we reach an optimum, and after that optimum, it is unsound to continue the growth of the city as a unit.

A Well --

Q Because, if that is the wrong concept, then, I can't see how this city can do anything but continue to grow?

A Well, one thing you will recognize is this: that Edmonton has a promising industrial future, the

- 2195 -

A (Cont.) Edmonton region. It has been the major growth factor in the last period. The rates of growth of Edmonton before the rise were much lower than they have been since, and so what we are dealing with here is the most dynamic of the growth factors, and we are saying that that factor has some possibility, on the basis of natural conditions in various parts of the region, of being dispersed, and if it does that, it will ease the pressure of growth on the central city.

Now, I would say that if that were accomplished, it would be a considerable accomplishment. It would do a lot for the living conditions of the people here. But, certainly, if we should ever reach this sort of hypothetical situation that you are thinking of. I can see you are thinking of, well, you have got boundaries, they are filled up, you still have these governmental functions, you have, after all, a birth rate of twenty to a thousand people. Where will they go? Naturally in such a situation one considers the whole picture. I mean, if the people have to live here; if the functions must be central, place must be found for them, but that still doesn't invalidate the objective which The District Planning Commission is going to achieve.

THE CHAIRMAN: Mr. Steer, wouldn't that be a good place to stop?

MR. STEER: Mr. Chairman, I must apologize for the

Yours truly

Wm. D. Lusk

Adm. Secy

Dept. of State

Washington

4-K-61
L. Gertler - Steer Ex.

- 2196 -

MR. STEER: (Cont.) inordinate length of this examination. Perhaps it is my fault, but I thought we had better find out about this.

THE CHAIRMAN: Yes.

MR. DAVIES: It's not uninformative, Mr. Steer.

THE CHAIRMAN: Are you agreeable to adjournment at this time?

MR. STEER: Quite so, sir.

THE CHAIRMAN: Thank you very much.

MR. STEER: I will be finished shortly after you reconvene.

THE CHAIRMAN: Yes, at two then.

(At this point the Commission stood
adjourned until two p.m. this same date.)

PROCEEDINGS AT 2:00 P.M.

MR. MOFFAT: Mr. Chairman.

THE CHAIRMAN: Yes, Mr. Moffat.

MR. MOFFAT: In accordance with my discussion with you during the noon hour, I would like to suggest that at this time we should enter and give Exhibit numbers to the rest of the material which has been submitted on behalf of the city, so that it will be on the record and available for anyone to look at and be prepared to deal with it at the next hearing.

THE CHAIRMAN: Yes.

MR. MOFFAT: I suggest that the first one should be the memorandum by Mr. Dant which would be Exhibit 129E, entitled "A brief by Noel Dant to the Royal Commission On Metropolitan Development of Edmonton and Calgary".

THE CHAIRMAN: Thank you. 129E.

BRIEF BY NOEL DANT TO THE ROYAL
COMMISSION ON METROPOLITAN
DEVELOPMENT OF EDMONTON AND
CALGARY IS ENTERED AND MARKED
EXHIBIT no. 129E.

MR. MOFFAT: Now, I understand if we get finished with Mr. Gertler this afternoon Mr. Dant might be prepared to go ahead with this, but I think the chances are pretty small by the appearance of things.

MR. DAVIES: Mr. Moffat, perhaps at this stage we should consider whether or not we shouldn't instruct the reporter to insert these in the proceedings, because they would have the advantage of being able to perhaps do that while we weren't sitting here, and we would come back and they would be in the transcript which would be completed.

2198

MR. MOFFAT: Well, this particular document is forty two pages, and it is already mimeographed, and there are plenty of copies available. I don't think there would be much point in copying a document of that size into the record. There are plenty of copies available, and ^{any} one could request either from Mr. Dant or Mr. Garside who wish to get it.

THE CHAIRMAN: I think I would agree that it is not necessary to have --

MR. DAVIES: This consideration may not apply to all these exhibits you are going to put in?

MR. MOFFAT: No, no, just to this particular one.

THE CHAIRMAN: And the next?

MR. MOFFAT: And the next one I would suggest is the one which has been prepared by Mr. John Hodgson, the retired City Commissioner of Finance, entitled "Impact of the Discovery of Oil and Gas on the Economy of the Municipal Government of Edmonton". This is in answer to Mr. Garside's favorite question.

MR. DAVIES: It would be interesting to know what impact this oil brief has had on Mr. Garside.

(Laughter.)

MR. MOFFAT: I might point out, sir, that in this material at page 7 there has been included the information that is available as to the division between commercial and industrial assessment and residential assessment in some other cities. You remember, we were requested to get what we could that was available on that subject, and it has been included in this memorandum at page 7.

side of road, only a few feet from the
road, and a few feet from the road.

THE CHAIRMAN: Yes.

MR. MOFFAT: That will be 130E, is that right?

THE CHAIRMAN: Yes, and this is one which I think should be included in the record.

MR. MOFFAT: Well, again, it is available in terms of copies mimeographed, but it is only ten pages. Now, I have no --

THE CHAIRMAN: Well, what do you think? Mr. Blackstock thinks that we do not need it to be included, so --

MR. MOFFAT: Copies would be available on request from Mr. Garside, or the city treasurer's office if anybody wishes it, and there are plenty of copies available, so there need be no hesitation in asking for copies.

BRIEF PREPARED BY MR. HODGSON
IMPACT OF THE DISCOVERY OF OIL
AND GAS ON THE ECONOMY OF THE
MUNICIPAL GOVERNMENT OF EDMONTON
IS ENTERED AND MARKED AS
EXHIBIT no. 130E.

THE CHAIRMAN: And the next one?

MR. MOFFAT: The next one is one prepared by Mr. J.A. MacDonald the city assessor.

THE CHAIRMAN: 131, entitled?

MR. MOFFAT: The principles and basis of assessments in the City of Edmonton, and I think I need give no more explanation, I think the title explains what is contained here.

THE CHAIRMAN: Just a minute, I wasn't able to locate any copy of that, Mr. Moffat.

MR. McGRUTHER: No, I have them here.

THE CHAIRMAN: Oh, you have them. All right, and the same statement holds, that you have lots of copies?

4-D-4
Discussion re exhibits.

2200

MR. MOFFAT: That's correct, yes. This one runs to 7 pages, and then attached to it are some tables, but they have already been entered as Exhibits at the last hearing. They are attached here again for convenience of reference, but they already have their exhibit numbers in the earlier hearing.

THE CHAIRMAN: Yes. 131E.

BRIEF PREPARED BY J.A.MacDONALD
ENTITLED THE PRINCIPLES AND BASIS
OF ASSESSMENTS IN THE CITY OF
EDMONTON IS ENTERED AND MARKED
EXHIBIT 131E.

MR. MOFFAT: And then 132E.

THE CHAIRMAN: Now, that one will not appear in the record either?

MR. MOFFAT: No, I don't think there is any need to put it in the record either, sir. 132 is a memorandum which I had prepared myself, entitled "Assessment of Land Used for Agriculture", and it deals with this specific question of a proposal as to what should be done in relation to the assessment of Agricultural land which might be inside the new city boundaries. That one is only two pages. It might be taken into the record if you wish, although again, there are plenty of copies available.

THE CHAIRMAN: Well, if it's not more than two pages, it is more convenient to have it in the record, and I think perhaps we will include it.

MR. MOFFAT: The understanding definitely would be, in respect to that particular memorandum I would be prepared to answer questions when we come back to the next hearing.

1900

1900

1900

THE CHAIRMAN: Yes.

BRIEF PREPARED BY MR. MOFFAT
ENTITLED ASSESSMENT OF LAND
USED FOR AGRICULTURE IS ENTERED
AND MARKED EXHIBIT No. 132E.

ASSESSMENT OF LAND USED FOR AGRICULTURE

The presentation on behalf of the City of Edmonton which is now Exhibit 2E contained on page 23 the following sentence:

"If the area is extended very widely, it may be necessary to provide some special rules of assessment for property located outside the limits of sewer and water facilities."

It has now become clear that this will be necessary because in some locations within the proposed limits there are farm lands which are wholly surrounded by urban development. In addition it is proposed that certain areas should be included to provide room for further growth but these areas are likely to remain agricultural for a considerable number of years.

At present the City Assessor deals with agricultural land within the city limits by following Order No. 12332 dated 28th March, 1950, of the Board of Public Utility Commissioners. This order provides that

"Any parcel of land within the City of Edmonton containing at least 3 acres in respect of which there is no subsisting registered plan or which is an unsubdivided part of a registered plan, or any one or more parcels of land in respect of which there is no subsisting registered plan or which is an unsubdivided part of a registered

"plan owned by the same person which together contain at least 8 acres, shall be assessed, exclusive of the value of any buildings or improvements erected thereon, if:

1. Such parcel or parcels are 20 acres or more in extent and are used for farming purposes;
 2. Such parcel or parcels of land are less than 20 acres in extent but are used for farming purposes by an owner or tenant who derives his livelihood mainly from the actual cultivation of such land, or
- and the said buildings or other/improvements shall be exempt from assessment or taxation by the City of Edmonton."

In other words this order extends into the City of Edmonton the exemption on farm buildings which applies in the rural areas. It is proposed that this provision should be continued and confirmed by legislation so that it will remain in its present form unless some alteration is made in the corresponding provision as it relates to the surrounding municipal districts.

In addition to the question of farm buildings, there arises the question of the basis of assessment for farm land. At present the City Assessor follows the practice of assessing farm land on the basis of its value for use for farming purposes. In other words, he does not assess farm land on an industrial basis merely because it is close to an industry and is therefore a potential industrial site. Neither does he raise



"the assessment on farm land which is potentially a site for a housing subdivision until definite steps have been taken to develop the land for that purpose.

This seems to be a sound approach to the matter but care must be taken that it does not allow some owner to retain his land for agriculture at a low assessment level after the built up area and sewer and water facilities are such that it should be transferred to building sites. Any significant parcels of farm land within the area serviced by sewer and water could add very materially to the cost of those facilities. For that reason it seems proper that land within the sewer and water area should be assessed on a subdivided basis even though the owner chooses to continue to use it for farming purposes.

This situation was dealt with in the extension of the boundaries of the City of Ottawa by a provision that all special arrangements with respect to assessments would be ended for any particular parcel as soon as that parcel was supplied with water facilities. It was further provided that in the case of a large parcel of agricultural land where sewer and water facilities were installed along one side of the property the assessment thereafter should be on a subdivided basis for that part of the land lying within 100 feet of the sewer or water line while the balance of the parcel would continue to be

treated as a separate agricultural parcel(Sec.4(2)). Such a provision would seem reasonable under the circumstances of the Edmonton situation, except that the strip to be assessed on a subdivided basis should probably be 200 feet in view of the larger lot sizes which are normal in this area.

It is therefore proposed that the building exemption provision for agricultural land as set out in Order No. 12332 of the Board of Public Utility Commissioners should be continued except that it should be restricted to land which is located 200 feet or more from sewer and water facilities.

It is further proposed that land used for agricultural purposes if located 200 feet or more from sewer and water facilities should be assessed on an agricultural basis following the procedures and practices set out for municipal districts in the Statutes and regulations of the province. Under present Statutes and regulations this would mean applying the Assessment Manual Exhibit 56E."

MR. MOFFAT: Now, that memorandum, in turn refers to something that was done at the time the boundaries of Ottawa were extended, and therefore, I think one more exhibit, namely 133E should be added, and that is entitled, "Extract From Statutes of Ontario 1949 and Extract from Statutes of Ontario 1951" . This is the Ontario legislation dealing with the extension of the boundaries of Ottawa, and setting

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MR. MOFFAT: (Cont.) out certain conditions which were imposed in connection with those boundary extensions.

THE CHAIRMAN: We have not had those yet?

MR. MOFFAT: You have not had those yet. I have one copy here which I would give Mr. McGruther and there are plenty of copies of this available also, but we would have to get them over from the Civic offices.

THE CHAIRMAN: Yes.

MR. DAVIES: Is that done by way of special Act, or just amendments to charters?

MR. MOFFAT: Special Act.

MR. DAVIES: Just like Toronto?

MR. MOFFAT: Yes, and then the Act itself was amended two years later, so there are two special acts which validate orders of the Board of Utility Commissioners, and include those orders as schedules to the special act.

MR. DAVIES: The Utilities Commissioners, or the Municipal Board?

MR. MOFFAT: The Ontario Municipal Board, yes, I should say.

EXTRACT FROM STATUTES OF ONTARIO
1949 and EXTRACT FROM STATUTES
OF ONTARIO, 1951, IS ENTERED AND
MARKED EXHIBIT no. 133E.

THE CHAIRMAN: Is that all, Mr. --

MR. MOFFAT: Yes, I think that covers all the material now that is going to be submitted on behalf of the city. There are one or two other small tabulations of figures which are not of too great importance, and might be left to be dealt with later.

THE CHAIRMAN: I ask the direction of the Commission; we had a shaded map, but later in the recess, as a matter of fact there was prepared this colored map which is much easier in interpretation. I should like to have it entered as an exhibit either as 134E or else numbered with the same number as the shaded map which -- the number which I haven't in mind at the moment. I suppose it is all right to give it a new number. Probably better. All right, 134.

That is the shaded outline, general planning.

MR. MOFFAT: The shaded map was number 14.

THE CHAIRMAN: Or, at least the colored, excuse me. The shaded one is what number?

MR. MOFFAT: 14E.

THE CHAIRMAN: 14 yes, but I am correct in saying that the colored one has not been entered before?

MR. MOFFAT: Not so far as I know.

THE CHAIRMAN: No.

MR. McGRUTHER: It was included in that 14E.

THE CHAIRMAN: It was?

MR. McGRUTHER: Yes, the outline general plan. The map didn't get any special number.

THE CHAIRMAN: And you think this one should be given 14E as well?

MR. McGRUTHER: Well --

THE CHAIRMAN: We haven't had this one before?

MR. McGRUTHER: Well, you duplicated it yesterday with these amendments.

THE CHAIRMAN: So you think to be consistent that I better keep on duplicating?

(Laughter.)

4-D-11
Discussion re exhibits.
L.O.Gertler - Steer.

2207

MR. DAVIES: Actually we didn't duplicate yesterday,

Mr. McGruther, because there was attached to the
outline general plan, or whatever it was, that
booklet proposed amendments, and it was the two
together that was called one exhibit yesterday.

MR. McGRUTHER: Yes.

THE CHAIRMAN: I am quite content to label this one.

We have all got copies of this?

MR. DAVIES: No, I haven't got one.

THE CHAIRMAN: Then it will be 14E, Mr. McGruther.

MR. McGRUTHER: All right.

COLORED MAP AS DESCRIBED IS
INCLUDED WITH EXHIBIT 14E.

THE CHAIRMAN: Well, are we all squared away now? Then,

Mr. Steer, I would invite you to continue.

MR. STEER: Thank you, Mr. Chairman.

MR. L.O. GERTLER recalled to the stand on his former oath
testifies as follows:

MR. STEER QUESTIONS THE WITNESS:

Q The impression I got this morning, then, Mr. Gertler,
on the satellite towns was that they are towns which
grow up with an industry annexed thereto, is that
correct?

A With an industry annexed thereto?

Q As part?

A Yes, industry is a part of the economic basis, yes.

Q Yes, and I think you used as an example the Town of
Fort Saskatchewan?

A Yes, that is an example.

Q Do you know how many employees there are in the Sherritt
Gordon plant?

A Well, I believe we had a figure of 411 given us here last week.

Q Yes. Now, if that is all that the industry is going to employ, it would not appear that a town with an industry annexed is going to alleviate this situation in the city, would that be correct?

A No, I don't think it would be correct, Mr. Steer.

Q Why?

A Well it seems evident that you are looking at Fort Saskatchewan at the very beginning of an industrial build up. We already know that at least one ancillary plant is to be located; the sulphuric acid plant using ammonia of the Sherritt Gordon plant, and I know on quite good grounds that there will be another significant plant in the near future, and I think it is inherent in the site which is down stream, which has both the Mid Western Industrial Gas fields, and the main North West Utilities trunk line just a little bit to the east, which has excellent land, a good community, and all the elements for a major development. They are there, and certainly we wouldn't be seeing very far if we evaluated Fort Saskatchewan just in terms of what there is there today.

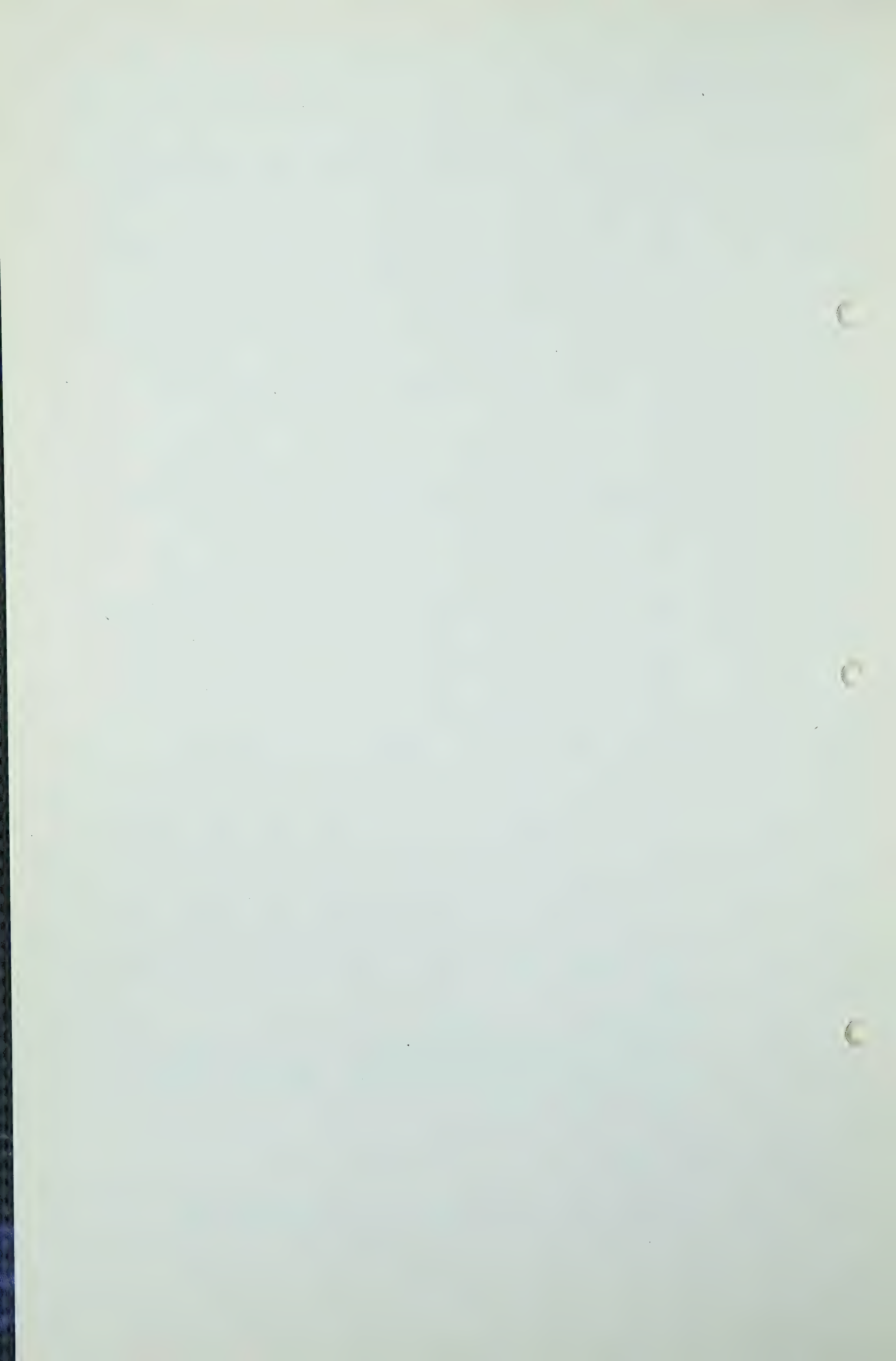
Q I see. What you visualize, then, in Fort Saskatchewan is a fairly large industrial area coming into existence?

A I do.

Q In time?

A Yes, I do.

Q Would you call the area, the industrial area in



Q (Cont.) Strathcona to the southeast of the city
a large industrial area?

A Yes. In terms of capital investment, and land covered
it is large, and it is becoming large in terms of
employment as well.

Q Yes, and would it be something along those lines
that you visualize coming into existence at Fort
Saskatchewan?

A Yes, something along those lines is possible.
I wouldn't say that the exact pattern will be repeated.

Q No, but at any rate, are you familiar with the total
number of employees that are employed in the industrial
area in Strathcona?

A Yes, I am.

Q And it amounts to how many, approximately?

A I think probably about 1700, or 1750.

Q About seventeen hundred, or seventeen fifty; so what
we are dealing with in a large industrial area is
drawing off of the city about 1700 or 1750 people, is
that correct?

A Not when you take into account their families. You
would have to apply a multiplication factor of about
three, or so .

Q Three or so?

A Yes, considering the number of single and married
and so on.

Q So we are dealing then with a total of five thousand
odd people?

A No, that wouldn't be correct either.

As well as the direct impact, that is the direct

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A (Cont.) impact assuming that the development goes no further than 1700 employment, but in our Fort Saskatchewan study we were concerned about the indirect impact of such industry as a basis for our population forecast, and we examined the census figures of similar communities; that is Arvida Quebec, Trail, British Columbia, Port Coalburn, Ontario, and several others, and we found a relationship of 1 to 5. That is, for every person supported by industry, that is employees and their families, there are five employed in town as teachers, shop keepers, clerks, professional men; so that the indirect impact would call for the addition of another multiplication factor.

Q Of how many?

A Five.

Q Now five?

A Over a time. The time is the thing which is difficult to predict exactly.

Q So that we are now dealing with about 25000 people?

A Yes, and even then, I think that we would be restricting our vision, because there has been one plant established, and it has 411 people, the second plant which has been announced will have up to a hundred people. That is five hundred eleven already in two plants.

Q Yes, all right.

A Now, I recall when we did the industrial survey of a metropolitan area, at that time we didn't include two large primary chemical plants, but we had six industries

Apple Inc. Co. Ltd.

London, England

1971

1972

1973

A (Cont.) including refineries, and in those six industries there were only something like six hundred thirty employees, permanent employees, so that already the relationship of employees to number of industries is quite a bit higher in Fort Saskatchewan.

Q I see. So, we are dealing with, then, as you visualize it about twenty five thousand people, assuming that these comparisons you made with towns in Quebec are valid?

A Certainly.

Q And we are dealing in your brief with an increase in population of approximately one hundred thousand, are we, on page 17, on page 5?

A On page 5?

Q 5. You talk about estimating how many people are to be accommodated in the area.

A Yes, without any changes in the plan there is an additional, maybe 150 thousand.

Q I see.

A Yes, that's right.

Q Now, that is the only type of satellite town that you visualize?

A No.

Q You don't visualize satellite towns with city workers in the country coming into the city?

A No, we don't visualize that.

Q You do not?

A No.

MR. BLACKSTOCK: I'm sorry to interrupt you, but Fort

Saskatchewan does not fit in to the definition of the

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MR. BLACKSTOCK: (Cont.) satellite town, as I understand it. I understand a satellite town is one that is completely self contained, has its own utilities, has its own services, and where there is a balanced assessment of residences, commercial and industry. I may be wrong, but that's my conception of it.

A Are you referring, sir, to the fact that industry is outside the boundaries?

MR. BLACKSTOCK: That's right.

A Well, yes, in that sense, but it is a satellite town in the sense that it is self contained, it is independent in its utility system, and in its immediate vicinity there is employment which keeps the people in the center, and prevents these long journey to works to the center, and which also does, by virtue of the school division, assume some of the costs of the community. You may say it is not a perfect example, but it is the closest thing we have to it.

MR. BLACKSTOCK: Yes. What I defined is rather an ideal?

A Yes.

MR. BLACKSTOCK: That is the ideal of a satellite town, but this has all of those things within its own boundaries?

A Yes.

MR. BLACKSTOCK: Yes.

Q MR. STEER: Has your Commission examined what impact the general plan that you prepared will have on the tax revenue of the area?

A No, not specifically, no.

Q And has the Commission looked into what the general impact of this plan might be on the incomes of the

Q (Cont.) people in Edmonton?

A No, it hasn't, no, certainly not. Although, there are many implications which bear upon both those questions in the plan,

Q They haven't been examined. Now, I would like to call your attention to a couple of sentences on page 18 of your brief where the Commission says this,

"And yet the special needs and problems of new town development are not yet recognized and provided for in provincial legislation. The Commission would wish to study this matter further before making specific proposals."

Now, is that in sum and substance the position of your Commission's thinking at the present time on this matter?

A Well, except for the planning controls which the Commission has requested. That is, on locations, size and design of new towns, but as far as all the other matters which are matters of finance, and of administration the Commission has not gone any further than this statement.

Q I see, so the Commission has got to the stage where it thinks in principle, this might be a good thing, would that be correct?

A Yes. In fact, there has been a resolution to the effect duly adopted by the Commission.

Q We have now got to go from that stage to the stage of concluding whether or not this planning can in fact be implemented?

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A Yes, although it is not entirely an intellectual exercise.

Q I didn't mean to suggest it was.

A Well, what I am referring to is this, that the Commission has felt that it is most desirable that this pattern takes place on the existing net work of communities.

Q I'm sorry, I didn't hear it?

A On the basis of existing communities, and as long as experience demonstrates that there seems to be an excellent opportunity of that, the Commission hasn't felt hard pressed to pursue the other approach.

Q So that the practical aspects of the whole thing have yet to be worked out?

A Yes, the practical aspects of putting down, let us say a new community on entirely virgin land.

Q And see that it is properly financed?

A Yes, that's quite true.

Q And that proper provisions can in fact be made for all the necessary utilities that will make life livable

A Quite true.

Q I want to ask you about some remarks that appear on page 16. You are talking about the journey to work.

A Yes.

Q And you say this, "To make the most of this natural inclination, --", that is that workers tend to live near the place of employment, and on that point, it appears from your enquiry that the highest you have ever found is about 54 percent?

A That's correct.

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... about the ...

... of this ...
... and to ...

...
...

Q And the other, the balance in that particular industry live away?

A More than a mile and a quarter.

Q Pardon?

A More than a mile and a quarter.

Q More than a mile and a quarter.

A From the center of the employment area.

Q And in other industries it goes down to as low as 14 percent living in the neighborhood?

A Yes.

Q So that at best, can it be said that only 50 percent of the workers in an industry will tend to live in the neighborhood of their work?

A Yes, that's true. That is the tendency which we discovered, but we found that it was affected by a number of factors. That it was higher, let us say where there was a good cross section of housing in the vicinity of the center of employment. It was higher where the industry was mature and long established, and there was time for the pattern to establish itself and to show itself in other patterns.

Q Now, about that question of a cross section of housing, you say to make the most of this natural inclination, to give it scope would seem to require amongst other measures a development policy which aims as much as possible to relate the scales of rent and housing costs in new neighborhoods to the income scale of the employees in the nearest industrial group, now, I take it that you are advocating there that in order to give effect to this objective of

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Q (Cont.) getting employees living near their work, you are suggesting that rents be controlled, is that correct?

A Oh, no.

Q No?

A No, sir.

Q Well, how do you propose to relate the scales of rent?

A Well, you see; I would like to qualify this statement to a certain extent. If residential development takes place peacemeal, let us say, by small accretions, I don't think that this is a practical policy, but if it takes place as it has been taking place in the Edmonton area for five years, now, due to a number of circumstances, one of them being city ownership, and the power to buy land for housing purposes, and the fact of a , of an effective planning administration, because it has been taking place on a neighborhood scale , that is over an area of 200 acres, or so, we have suggested that it would be possible to include quite a variety of housing within such an area without any valid deteriorating effects on the best housing, or the most expensive housing, because by design, and by grouping these things could be made compatible. In fact some designers believe that it improves the neighborhood because it gives certain architectural accents and variety that a single family neighborhood would not have.

Q Yes. Well then, you are referring in that statement to these districts of city owned land?

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10/1/10

A No.

Q Which have been thrown open to a number of contractors who come in and construct houses?

A No, I am referring to any large scale housing development, and in the city it hasn't all been on city owned land but nevertheless, it has been on the neighborhood scale. That is, the neighborhood has been laid out all at once as an entity.

A I see.

A And the builders have filled in, some on city owned land and some on private land.

Q Well, then, how do you relate what you have said now to this suggestion that the scales of rents be --

A Oh, yes.

Q Related to the income scale of the employees?

A Well, yes, it is in this connection, Mr. Steer; you know that the National Housing Act provides quite a range of housing facilities; that is, I shouldn't say provide, but it makes possible quite a range of housing facilities. In the Central Mortgage and Housing Corporation will now act as insurer of the mortgages on single family houses. They will enter into a rental insurance scheme for apartment dwellings, or row housing. These are three different types of housing.

Q Yes.

A Of housing units. They have a limited dividend provision by which in return for very liberal financial conditions, a forty year amortization period on three and three quarter percent interest. They will require

1881
STATE OF NEW YORK
IN SENATE
JANUARY 12, 1882
REPORT
OF THE
COMMISSIONERS OF THE LAND OFFICE
IN RESPONSE TO A RESOLUTION
PASSED BY THE SENATE
MAY 1, 1881

(Cont.) a five percent ceiling to dividends, and so get a lower level of rental, and so on. This is based on the knowledge that in the National Housing Act itself the opportunity is provided for the construction of a cross section of housing in any community, and that because we have this financing basis in our Federal Housing legislation, that is an additional factor which makes this a practical proposal.

Q I see, so what you say is that this question of keeping the rents down and keeping the housing costs down?

A Yes

Q Can be achieved without affecting the value of the land itself, that is the selling price of the land, is that correct?

A Oh, yes.

Q Yes. Now, the road plan; just one or two points there. The industrial area in Strathcona, as I read it contains about twice the acreage of land as do all the other areas put together, is that right?

A I haven't added it up, but possible that is correct.

Q Well, it is on page 3, your table one. You have zoned in the southeast, 6355, and in the other three areas approximately 3,350.

A Yes. Well, some of that is city land, but most of it is in the Strathcona area.

Q Yes, but at any rate it is the area to the south and east of the city?

A Yes.

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Q Now, we have in this city, would you say a problem in traffic created by the river?

A Yes.

Q It is a bottle-neck, that is what it amounts to?

A Yes.

Q As I see it for the industrial workers to get into this area to the south and east they can go via 82 Avenue and out Highway No. 14, that is one way to go. The people from the south side who are going out to this area, in fact almost must go out that way because of the Mill Creek ravine, is that right?

A Well, with many of them that is the case, yes.

Q Well, that would probably, that would probably only serve the southwest part of that industrial area, is that right?

A I don't quite understand you.

Q Well, here is my suggestion; that workers on the south side who want to go to this part of the industrial area, in all likelihood won't go along the 82 Avenue route, because it is much further, is that correct?

A You mean from up here, if you want to get here?

Q If they are working up here and they live down here.

A Well, I think it would be a matter of the types of road facilities provided.

Q Yes.

A I think that very often a person will travel a little longer in terms of mileage if it is better road with less congestion of traffic.

Q Well, then, these workers who want to get into the northern part of that industrial area and live on the

- Q (Cont.) south side will be crossing the river and going to the area either by the east end bridge or the Beverly bridge, will they?
That is a possibility, isn't it?
- A They are working in the northern part and they want to go to the south side?
- Q Or vice versa, living in the south side and going to work in the north side.
- A Yes, and you say they will cross the east end bridge, is that it?
- Q Well, they will go over to the north side across the east end bridge or the Beverly bridge, would that be correct?
- A Oh, well, not necessarily.
- Q Not necessarily?
- A I don't think so.
- Q The only point, then, perhaps, and we could shorten it by saying this, would it not help this journey to work problem if there was an equal, or an approximately equal area of industrial land on the north side of the river?
- A Well, I think what you have overlooked in that reference, and I notice that you bring the matter up in your brief.
- Q Well, that's why I'm asking you now.
- A Is that you cannot simply compare acreages. You have to compare worker industrial land densities. In the southeast sector, for example, the worker to land densities are such that for every one acre of

A (Cont.) industrial land half an acre of residential land is required, but in the northern part, across on the north side of the river, for the industry which we may expect in those areas, because in most cases it has to be light industry which has a higher worker to land ratio; it would be, for every one acre of industry, one point four acres of residential land.

Q I see.

A So there is not as great an unbalance as might appear just from looking at the table.

Q Is there still an unbalance?

A Not very much.

Q Not very much?

A I wouldn't think so.

Q Why do you say that it must be light industry on the north side of the river?

A Well, I am thinking that a lot of it is close to housing, housing areas. It is, a lot of it is in the path of Northwestern winds which would blow nuisances across large built up areas. Those are the main reasons.

Q I see, but there is an area in the northeast corner of the city that would be suitable for heavy industry, is there not?

A I would think that from the wind point of view, some of that area is better than others on the north side.

MR. STEER: I think that is all I have, Mr. Chairman.

THE CHAIRMAN: Thank you, Mr. Steer. Mr. Garside?

MR. GARSIDE QUESTIONS THE WITNESS:

Q Mr. Gertler, can you tell me what difference there is between your outline general plan of the metropolitan

Q (Cont.) area as you have constituted it, and the outline plan shown up here?

A Do you feel there are some differences, sir?

Q I understand there are some differences.

A Oh, well, that plan approximately goes a mile and a half on the south, and a mile beyond the city limits in the north; a mile beyond Jasper Place in the west and a mile and a half from the turn of highway 16 on the east, so that it seems roughly to be the same.

Q The same. I heard that there was sort of a ribbon development out to St.Albert that you have that we don't have.

A Oh, that is quite correct. The map has been revised to create a B zone green belt along the St.Albert trail.

Q Yes.

A Up to the limits of the Town of St.Albert.

Q But other than that, the two outlines are practically the same?

A Yes, the outer limits are the same.

Q Yes. Can you tell me how much land of an industrial nature would still be left in the City of Strathcona should this plan be adopted, and this area be made a metropolitan area, or part of the city?

A How much land would remain in the Municipal District of Strathcona?

Q Yes, east of the present site?

A Oh, I don't know.

Q Suitable for industrial development?

A You mean, if the city annexed all the industrial

A (Cont.) land?

Q Yes, shown on that plan.

A Oh, I see, how much land would be left that is suitable for industry?

Q Yes, in Strathcona.

A Well, that is not really possible to determine with any precision. I would think that some industries might be interested in riverside locations, down stream.

Q How far would the Sherritt Gordon plant be from the eastern limit of that plan?

A It would be about 16 or 17 miles down the river.

Q And what about the land intervening, adjacent to the Saskatchewan River, wouldn't that be down stream and down wind and available for --

A Oh, yes, from that point of view it might prove attractive to large primary industries.

Q And I think you told my friend a little while ago that you envisaged a considerable industrial development in and around, we will say the Sherritt Gordon plant?

A Yes, we definitely do.

Q ^{did} When/the District Planning Commission first decide that the area shown on this plan here should be treated as a metropolitan area? I think you said 1951?

A Well, yes, I guess the first part of that plan came out late in 1951.

Q And how long had the District Planning Commission been considering the question before they came out with that plan?

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1922

A Oh, I suppose about a year.

Q Three years?

A No, about one year.

Q One year, and were you on the District Planning, were you in your present position then?

A No, I didn't join the District Planning Commission until July, 1951.

Q So you do not know anything about the primary studies that were made prior?

A I have no personal experience of the first studies.

Q But you have seen a record of it, I take it?

A Some of it, yes.

Q Was the consideration quite extensive?

A In some matters, yes.

Q Now, having had experience since 1951, would you say still that the area still is desirable for metropolitan development purposes?

A Well, it was really based upon what was there.

Q Yes.

A I mean, it was based on the fact that there had been a continuous development over a certain area.

Q Would you agree/^{with}this statement, it is contained in Exhibit 1E on page 4, and sets out why the city considers that this should be taken into the City of Edmonton,

"We consider that the metropolitan area should be a single intergrated unit in the geographic, economic and social sense and should be developed as such so that the quality of the municipal services would be uniform and the financial

Page 10
The value of

and the value of the property is not

the same as the value of the property

Q (Cont.)

"resources to pay for such services would be secured from uniform taxes and would be paid so far as possible from within the area concerned."

Perhaps you would like to read it?

A You would like me to express a comment on this?

Q Yes.

MR. MOFFAT: That's quite a question.

A Well, the District Planning Commission has not done, taken a stand on these issues. They have taken a stand on the fact that this area for planning purposes should be considered one, and we have said that 'inequalities in the distribution of revenues and cost as between the various municipalities affect the effective operation of metropolitan planning. They said it affects it in two ways:

1. The fact that it distorts development. That is, we have an industrial area in the northeast of the city, one which Mr. Steer has just been eloquently describing. With certain very fine industrial attributes, but there is not a single industry in it. So, that if that happens, our planning in fact, is a paper plan. Of course, because of inequalities there has been an eastward pull of industry. I don't say that that is the only cause. I think the Commission would regard it quite natural for primary industry and related secondary industry to go where it has gone, but when industries which have no special locational requirements to satisfy

A (Cont.) except lower taxes pile up in one area, it means that the other areas have, for unnatural reasons been neglected, and it might mean that pressures are created for additional industrial land when over all there is sufficient industrial land, but it won't be used. That kind of distortion in development, the District Planning Commission has felt, and expressed in their brief.

The other distortion is a distortion in attitude.

MR. GARSIDE: In what.

A In attitude, and in relationship between the municipalities, the District Commission, I think that the; when this brief was being considered and presented to them they took a reflected look at the past, and I think that there is a general feeling that^{it}/is the kind of condition which creates an atmosphere of suspicion and distrust, and not the atmosphere in which constructive metropolitan and regional planning can proceed,.but the Commission has not suggested any changes in boundaries to our local government.

Q Not directly, but you are suggesting it by the fact that these distortions are occurring?

A Yes, but certainly there must be more than one way of alleviating this condition.

Q Did the Commission consider any other way?

A No. The Commission felt that as a planning body it was concerned with the measures necessary to make planning effective.

For the purpose of the
the following information
is being provided to you
for your information and
use only. It is not to be
distributed outside of your
organization.

Q Now, am I not right in saying that each of the geographical divisions, 12 or 13, there are 12 of them, I think, consented to this outline general plan?

A Well, the municipalities in the voting in the Commission consented, all of them, but, of course, under the present statutes, for this plan to have legal force requires local enabling action in the form of zoning bylaws, or interim development bylaws, and where -- I think it is true to say that with the exception of the Municipal District of Sturgeon, all the municipalities in one form or another adopted the general plan by local enabling action.

Q You couldn't say whether or not the plan was submitted to the individual municipal councils?

A Oh, yes, it was submitted.

Q It was?

A Yes, and it was adopted.

Q With the exception of --

A Sturgeon.

Q Sturgeon.

A Of course, that is, I am referring to the period prior to the Strathcona withdrawal.

Q Yes. Now, I noticed something here, you say something in your brief in connection with the comparison of the Town of, or the City of Cleveland and the urban development outlining industry in the Edmonton area about the satisfactory nature of the development in the City of Edmonton. What, in your opinion have the

October 20, 1910

Dear Sir,
I have the honor to acknowledge the receipt of your letter of the 19th inst. in relation to the matter of the application for a license to practice medicine in the State of New York. The same has been forwarded to the proper authorities for their consideration.

Q (Cont.) drawing up or drafting the outline general plan on that development in Edmonton?

A Well, of course, I am probably biased on that question, but my feeling is that the general planning had a definite effect in preventing after 1951 any extensive scatter of urban development on the fringe. I feel that it was a major factor, and I feel it because, frankly it has been a constant struggle every since I have been employed with the District Planning Commission.

Q Quite a bit has been said about the necessity for following democratic principles in connection with the establishment of the District Planning Commission.

A Yes.

Q And various solutions have been suggested, but I wonder if you would compare with me the analogy between the situation in the Toronto area where there are 13 municipalities and Toronto before the Ontario municipal board?

A Yes.

Q You have read the decision of the Board, have you?

A Yes, I have.

Q Now, I will try to describe it correctly, but simply, as I understand the decision of the Commission, they said this, they said we will leave the municipalities free within certain limits to carry on their duties. We will also put another set of men, or another organization, shall we say in charge of the whole area for certain other purposes, is that correct?

A Yes, sir.

You have read the decision of the
Court, I have.
Now, I will try to describe it briefly, but simply
as I understand the matter. If the Commission, they
said, then, then said we are, after the usual

of course
of course

Q And those persons who were chosen to carry out the duties over the whole area were all elected members of the existing councils?

A That's correct.

Q Now, all the procedure leading to that was, as far as I know, quite democratic, was it not?

A The procedure leading to that?

Q Yes.

A Well, as I understand the procedure leading, was a public hearing conducted by the Ontario Municipal Board, a report by that Board to the government of Ontario, and a subsequent passing of legislation through the House of the Provincial Legislative which substantially adopted the recommendations of the Ontario Municipal Board.

Q Yes. In other words, as I see the effect of that condition in Ontario, you have one unit which is just as much a local unit insofar as objectives are concerned, namely the representatives, the elected representatives of all these 13 or 14 municipalities being formed to deal with certain particular subjects over the whole area. Now, as far as they are concerned, their local government is the whole area, is that not right?

A They have actually set up a new level of government.

Q It is a local government?

A Yes, it is local over the metropolitan area.

Q Yes, exactly.

A Rather than any part of it.

Q Yes. I would suggest to you that in the case of a metropolitan area, that should be considered the unit for metropolitan planning purposes, and not the individual local units that go to form its components. What is wrong with that idea?

A Well, it is very close to what the District Commission has proposed. In this, in the area of the general plan, approximately, that planning matters which are definitely intermunicipal should be handled by one authority with executive powers.

Q Now, coming back to the Toronto comparison again, the men who were controlling the whole area in certain respects such as sewer, water, borrowing of money, and main arterial roads, they have very great powers, but there is no appeal from their powers so long as they stay within the jurisdiction, so far as I know. Are you aware of any appeal from the actions of those persons if they acted in accordance with the statutes?

A I don't recall any appeal provision.

Q Well, why should it not be possible then, here, if this Commission, for instance agrees with you that there should be one district planning commission, all of which would, the members of which would consist of the elected representatives from the municipalities forming part of the metropolitan district, carrying out their duties in a sense as a local government without any appeal at all, just as the case in Ontario?

A Well, yes, I suppose that question naturally arises when you make comparisons.

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A (Cont.) I frankly don't know enough about local government to pass judgment on that question, Mr. Garside. I am not sure whether it is all right or not.

Q Yes. Now, I would like to ask you something about the practice of the, it is the Board, I have forgotten the name of it, but it consists of, I understand the Minister of Municipal Affairs, his Deputy and the Director of Town Planning. What is the Board known as?

A The Provincial Planning Advisory Board.

Q Could you tell me in what way that advisory board acts in connection with appeals to it? Does it hold any public hearing?

A I don't think so.

Q Is it right that the question of the approval of the plan of Campbellton that we heard about recently in the newspaper, is that the Board that that plan went to?

A Yes.

Q Do you know if there was a public hearing called for that?

A I don't know if there was any. I don't think there was.

Q Now, what Board is it that hears appeals from the Edmonton Development Board, the interim development board?

A From the Edmonton Interim Development Board?

Q Yes.

A Well, that is your own -- well, do you mean the first stage of appeal or the final?

Q The first stage of appeal is, of course, to our own board, and then it goes to the provincial unit?

A Yes, and that is the same board.

Q That is the same board?

A Yes.

Q Do you know whether it is the practice of that Board to call the persons who are appealing, or the persons who are appealed against directly before them, and question them and allow each one to question the other?

A I am not absolutely certain as to whether or not they have ever done that. I believe that Mr. Lash probably could give you a much fuller account of the operations of that board.

Q But you say that the, so far as you know they do not call the --

A Well, I know for a fact that usually statements, fairly lengthy statements from the disputants are considered. That is, each one is requested to make a presentation. That is my understanding, but I don't know as to actually what happens when the Board meets.

Q Well, my information is to the same effect, that the appellant writes out his case, and then the other party does the same thing, but there is no actual hearing other than the, there is no actual hearing.

Now, in the brief which is, was so well prepared here, there is a statement to the effect that there should be a balance in a well planned city, or a relationship between industry, business and residential, and you have certain areas shown there.

A Yes.

Q You would agree, I take it, that your action in distributing use such as you do has quite an effect upon the assessment of a city?

A It has an effect on the assessment of all the constituent municipalities.

Q And have you considered what effect that it has , for example, you have heard here all of us trying to find out what we call the ideal relationship between business and residential.

A Well, my opinion is that you get into a bottomless pit if you try and zone, let us say industrial land to satisfy the municipal coffers. The basic considerations are the needs of industry, and it is unsound to try and create artificial boundaries here and there in various municipalities.

Q But nevertheless, you told me a little while ago that in your study of this metropolitan region you found certain things wrong, certain distortions. You found in one case a lot of industries and no residences, so you must have had that in mind to some extent?

A Well, we found distortions in that the development did not follow the plan. I mean, in that we felt there were certain conditions which were not basic, that were making the plan inoperative, but I don't mean to suggest that the Commission has ever said, well, now, how much land do we have to give Beverly, and how much land do we have to give Jasper Place and the city for industry. We have never considered

A (Cont.) it in that way.

Q Yes. Why did you use Cleveland, for example as a city to compare Edmonton with?

A Well, to be honest with you, it is the only map I had around the office.

(Laughter.)

MR. BLACKSTOCK: Does that matter if it illustrates your point?

A Well, that is the thing. I would have liked to have had, I was looking for a map of Spokane, Washington because it is about the same size, and its economy has some similarities to that of Edmonton, and I know that the scatter is terrible, and it would have been a more, a fairer comparison, but these maps are not as easy to come by, and we had this one and we felt it illustrated the comparison.

THE CHAIRMAN: Mr. Garside, would you be willing now to have --

MR. GARSIDE: I'm sorry, I didn't notice the time.

THE CHAIRMAN: Yes. All right, thank you. We will now have a recess until 3:15.

(At this point the
Commission is adjourned
until 3:15 p.m.)

THE CHAIRMAN: Yes, Mr. Garside.

MR. GARSIDE: I am referring to page 5 of your brief in which you say,

"For this reason large primary industries,
that is industry concerned with the processing
of raw materials only, are not excluded from
'B' zone green belt. It is a recognition,

MR. GARSIDE: (Cont.) as well, of the self-sufficiency of those industries with respect to sewer and water services, and of the centripetal pull of the established petro-chemical complex of housing facilities and other amenities which will keep the location of this industry within the area of the general plan."

Now, what do you mean by that exactly, the centripetal pull?

A Well, what I mean is that although there is a pressure caused by land prices, particularly for primary industries which require very large tracks of land, there is a pressure to go out. On the other hand, that is offset by the fact that if you go out other expenses may arise. That is, if you are far from housing you may have to provide for some, or you may have to pay your workers more because they spend more time and money travelling, and whatever there is in urban areas, whatever facilities there are in the urban area of Edmonton I think acts in a sense as a magnet to industry and prevents them from going too far afield.

Q Well, if industry went too far afield it would have to supply all housing facilities?

A Unless they were somewhere in the vicinity of another community.

Q Have you any experience at all of industries being established where they have to provide their own housing?

A Well, do you mean in the Edmonton area?

Q No.

A Oh, well, there are a few very exceptional cases. There is, the aluminum company of Canada have done it twice now in Alvida Quebec, they have established what is virtually a new town, and they are doing it very extensively, as you know at Kitimat, British Columbia.

Q And have you any relations as to how the cost to the company of developing their own housing scheme compares with what their taxes would be, in say an urban area?

A No, I haven't gone into that matter, sir.

Q Mr. Steer asked you a question concerning the rising costs when the municipality gets larger, and said that it was not, your answer didn't seem to, or your grafts or charts didn't show anything about factual things, do you remember that question?

A Yes, I do.

Q Well, I just draw to your attention one part of the graft which is definitely factual, and that's the one regarding the rising costs in Edmonton on a per capita basis. I have had a memorandum prepared which certainly indicates that your graft in its appearance is pretty well in accordance with what the actual information shows.

Now, coming to the question of the optimum size of a city.

A Yes.

Q You have explained what you mean by that, and then you go on on page 11 and say,

Q (Cont.)

"Growth may, of course, occur beyond the optimum, but not without serious consequences in cost and living conditions."

Can you give us a little more information as to what you meant there?

A Well, I think it is written large in the history of urban development in North America. That is, in Canadian centers such as Montreal, or Toronto, and in American centers such as Chicago, New York, and many places, we know there has been no attempt by the community to establish a desirable pattern of growth. It has been more or less growth by drift, and we know that it costs more to live in Montreal, and Toronto than it costs to live in smaller centers. We know that you have to spend much more time coming and going from work. We know that -- actually, we see these conditions if we want to look at them at every stage of the scale. When you get to the top of the scale in a city like New York, there are people who live in the suburbs who may come down town once a year, simply because the annoyances and time and costs and so on is just too much. When that happens it means the community is disintegrated, it is no longer a community.

Q Now, on page 12, you show table 6 which is headed, "Balance -- Major Land Uses -- Outline General Plan", and then you have certain notes as to how you get the residential land required. The first one says, note C and then -- N.E. derived by multiplying "A"

Q (Cont.) by a worker (household) to land density of 8.9, based on actual density of workers to land, of meat packing and creosoting Plants. Then you give a case of a brewery, and then oil industry, and refineries, chemical industry, oil industry and machine shops. Now, there must be other categories of workers that you deal with. For instance, it occurred to me, what do you do with relation to Government employees?

A Well --

Q And civic employees?

A Well, actually, you see, we were concerned here with the balance between industrial and residential land, and we have as you see on the table under E an estimate of land required for non-industrial working force based upon the prevailing ratio of the two groups today. You see, if we note today's ratio, and if we assume there is no change in the future which is an assumption which I guess could be contested, that is there would be some change, then you can see how many non-industrial workers would have to be accommodated when the plant is occupied, that is when the area is occupied.

Q Take for example railway employees, how do you --

A Well, they are included in the non-industrial group.

Q In connection with the journey to work on page 16, to what extent does the location of industries in Strathcona and workers home in Edmonton form the relationship of home to place of work principle?

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A To what extent does the distribution of homes and work place conform to the principle?

Q Yes, as far as the industrial site in the Strathcona Municipal District?

A In the Strathcona Municipal District, you are asking about that specifically?

Q Yes, specifically.

A Well, I haven't got the map with me, but our studies showed, and that study was taken, it is two years ago, I believe, it was, the record was taken two years ago, and it showed that the employees were scattered very widely throughout the metropolitan area, much more so than in any other center of employment, and the reasons for that, I guess are quite evident. One is that it is a very new center of employment. There hasn't been time for people to find the place they want close by, and the fact that there is a full mile from the city limits, industry with zoned residential, but in which there is no housing accommodation, so that in a sense the employees had no alternative but to disburse throughout the metropolitan area.

Q Now, touching for a minute on satellite towns, is there any sort of rule of thumb in relation to your understanding of this problem as to the minimum distance of, between we will say the main town and its nearest satellite?

A Well, I think that it has to be determined on a common sense basis. That is, your objective is to create a self contained community in which there are not these mass movements of transportation between the

A (Cont.) new settlement and the center at peak hours, peak hours of traffic movement, so it would have to be far enough to prevent that occurring. That is, although I don't think that distance really is a governing factor; I think the governing factor is availability of local employment.

Q In your opinion, knowing the conditions in this area, is there any necessity at the present time for the consideration of satellite towns in this neighborhood?

A Well, I think that I would regard it necessary if a large employer located some distance from your metropolitan area, I would regard that as a condition for the consideration of a new community.

MR. GARSIDE: Thank you.

MR. MOFFAT QUESTIONS THE WITNESS:

Q Mr. Gertler, there are two questions arising out of your discussion with Mr. Steer which I think we might just go back and just clarify them. One point he raised the question of the zoning of a particular area?

A Yes.

Q I was wondering if you would tell us what has been done by way of procedure for amending for changes. Supposing a landowner particularly came in and said he was in the green belt and he didn't want to be there, what provision is available for amendments in those kind of cases?

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A Well, I think we should remember what the various authorities are, to start with, and that is, you probably know the zoning authority. belongs to the municipality, and that this plan is really a gentleman's agreement, and the municipalities of this area have entered into an agreement, are on the table together to maintain this plan, and to adopt the necessary local bylaws. They have agreed to refer any changes of the plan to the District Planning Commission for recommendation before they make any amendments.

Q So that at this stage then, if any municipality decided they would like to make a change in the zoning?

A Yes.

Q The initiative would be more or less up to the municipality, is that right?

A Yes.

Q Have there been any applications for changing the green belt zoning up in this area to the north side of the city that has been discussed?

A Well, yes, there have been. Jasper Place has several times, and recently we considered one coming from the Municipal District of Stony Plain.

THE CHAIRMAN: Mr. Gertler, excuse me here, I don't think Mr. Dyer heard that, and if he did I didn't.

A Well, there have been several cases where a municipality has asked the Commission to consider an amendment of the green belt zone.

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MR. MOFFAT: But the area that was under discussion that I had in mind is to the north of the city and east.

A Oh, northeast.

Q North of Beverly and up in that area?

A Oh, I see. No, there has never been any request to change that zone.

Q Do you suppose, maybe you would prefer not to answer this, but do you suppose if there was an application it might be very likely to be approved?

A Well, I really couldn't answer that, but I would think that the attitude of the Commission would not be an a priori refusal.

Q Now, one other point that was discussed at some length during Mr. Steer's cross-examination. You will recall when he was emphasizing the fact that conceivably a District Planning authority might be promoting a plan which was costing money, and therefore they would be in effect forcing the municipalities to spend money and thereby taxing without representation in effect. Are there any of the powers which you have suggested for the District Planning Commission that would involve that kind of thing?

A None of them actually would commit any municipality to undertake public investments; that is, I am referring to the regional functions.

Q Yes. Would it be fair, then, to suggest that there is a division in the functions of local government between what you might call negative functions, setting up restrictions and saying you can't do certain things,

THE STATE OF NEW YORK
IN SENATE
JANUARY 1, 1901.
REPORT OF THE
COMMISSIONERS OF THE LAND OFFICE.

ALBANY:
J. B. LIPPINCOTT
PRINTERS.
1901.

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Q (Cont.) and positive functions where the local government might be taking action to do something and thereby incurring costs; would it be fair to say that what you had in mind was primarily negative functions?

A Well, I tell you, not entirely. Some of them are negative, but some of them, I would like to call creative.

Q In the definition which I suggested though the negative things being where your primary problem is to prevent things from happening?

A No, I still would not accept that as being entirely so. For example, we have had experience as a staff in the past year in the design of the residential community in the Strathcona area, and that, I can tell you was quite an experience. That is, it was in an area of a section and a half involving quite a few people and actually, you see, we are asking for the executive authority in the designing of towns. That means, your residential layout, your road system, your design of the civic center and the business center which all must be preceded by the acquisition of contours, building and models, and determination of standards, and how much land for schools and how much land for parks, and churches and so on.

Q Well, then --

A That is not a negative function.

Q Well, was the suggestion that the District Planning Commission will take the initiative in starting those kind of things, or was it the suggestion that the

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Q (Cont.) District Planning Commission might do it on request of the local authorities?

A Well, obviously if the District Planning Commission is not a spending authority it would not initiate these things.

Q Well, that was the point I wanted to suggest. Now, specifically, if you look at the map that deals with the road locations on page 14 where there is a suggestion that certain roads might be advisable, there is no suggestion that the District Planning Commission would be involved in actually building the roads and paying for them, is there?

A No.

Q Well, what is the general suggestion?

A Well, the suggestion is that in the metropolitan area there should be some authority which, looking over the whole picture; because these roads are all in there related, and should be able to say, this is the plan. The roads should go here, but they should be designed with certain cross sections, but they should be able to specify the intersections where special measures are required, and so on. That is what we had in mind there.

Q Well, in other words, if there is an area where something specific is to be done like this, on a regional basis it would involve a type of regional council quite different from anything that is suggested so far as dealing only with the planning function is concerned?

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A Yes, it is either that or a co-operative arrangement.

Q Yes.

A Yes.

Q Well, now, I believe you are familiar with the suggestion that is in Exhibit 78 which is the draft suggestion as to the set up of the District Planning Commission which I submitted on behalf of the city, and I wonder if you would care to make any comments on that as to the methods which might be adopted for dealing with these matters which are in the field of planning and design, and not in the field of actually undertaking the public projects?

A May I have a copy of that, please?
Well, with your permission I would like to comment on six points.

Q Yes, that's what I wanted you to do, I would just ask you if you would just give us your comments in whatever order you feel like.

A Well, point one which specifies the membership and the basis of representation; this was, incidently discussed by the Commission at its meeting yesterday, and the Commission did not give definitive answers to all these points, but I think I have a few impressions as to how they feel.

There was no one questioned the membership, however, on representation, our secretary has made a sort of a quick calculation as to how, I should say on the financing, and he has made a calculation as to

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A (Cont.) how this would fall upon the various municipalities, and whereas the city would be taking, on the basis of its assessment quite a large part, somewhat larger than its present contribution, assuming, well, I believe his calculations were based on an assumed budget of fifty thousand.

Q Yes.

A Certain other communities which received a lot of service would be paying^a/very small sum such as \$75.00, you see, and some rural municipalities which do not receive as much service as, let us say some of the growing towns, would be paying what appears to be a higher sum than they should compared to what they pay now.

Q Could you summarize that by saying this, that the division of cost as between the small municipalities might not be satisfactory?

A Yes, that's right. I think that the service factor as well as the assessment factor would have to come in it to some extent.

Now, point two; I think it was fairly well received.

Q That is the question of an appeal board?

A Yes. I think that they were in favor of the appeal rather than having very definite opinion as to what type of Board it should be.

Of course, point three the consultation was not questioned.

Point four; there is something I would like to raise there. I would assume that since you have listed the municipalities as boundaries that would

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A (Cont.) constitute the original planning district that you mean to extend these authorities over the whole planning district. The term you use is metropolitan character; you are not referring to that area?

Q No, no suggestion of that, it is the whole area of all the member municipalities.

A Yes.

Well it is really number five which, where you describe the manner in which the Commission and the municipalities would be related which implemented number four where you specified subdivision zoning and control over highways. The question which arises there, first of all comes at the end of your first sentence where you say that the commission should delegate to constituent municipalities administration of the prepared plan which has been adopted by the Commission providing they have facilities and staff, and providing the necessary bylaws have been implemented. Well, do you mean by necessary bylaws simply the machinery of implementation, that is the building permit system, the provision for local appeal, or whatever may be required for enforcing, is that what you are referring to?

Q What you are suggesting is that that is something that should be clarified?

A Yes, because if you are not referring to that, if you mean that the municipality would have to pass a zoning bylaw, or an interim development bylaw then the situation would be exactly as it is today, you

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A (Cont.) see, the plan would really have an advisory status and there would be no zoning control, so that I would like to --

Q In the light of the procedure we are following here, I would sooner have these in terms, as you stating them as something that needs clarification than trying to carry a discussion.

A Fine. That is one problem which I see.

Now, the other one is that you say that when the plan, the administration of the plan is not delegated the Commission should administer the plan through its own staff. Now, under many conditions the Commission would not really wish to administer the plan, particularly where it is entirely a local affair, and the Commission would not wish to have the duties of issuing building permits in the Town of Fort Saskatchewan or the Town of Stony Plain, nor in some of the rural municipalities, so that that is something also which requires clarification.

Then, the Commission was wondering whether it was your intention to refer all the appeals of applicants from all the constituent authorities to the District Planning Commission. The statement here is that where the administration has been delegated there should be provision for appeals to the District Commission. The question here is whether that means that appeals from the City of Edmonton would come to the District Planning Commission as the initial stage of appeal.

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Q Are there any other points?

A Yes, the other point is the question of initiative for amendment. I suppose you intend that the local authority would always retain that initiative to amend the plan which they had implemented by bylaw, although they would probably require the approval of the District Planning Commission, but it would seem to me that some initiative would have to rest with the District Planning Commission itself in order to inject into the plan the results of its research and its analysis over the years, with, of course, the proviso that it is not implemented unless the District Planning Commission adopts it, and the municipalities pass the implementing bylaws.

On point six with regard to advisory services there is no question.

Q Well, thank you very much. That is exactly the kind of comment I was hoping you would give us on the plan.

THE CHAIRMAN: Mr. Moffat, under point two of this statement you don't give any suggestion as to the size of the Board which would hear appeals. You say, you name certain representatives of the government departments, but you do not give us any idea as to whether you would have a Board on which the various divisions of the metropolitan area would be represented, or some persons other than the governmental officials would be representing. I would like to know a bit more about the composition of the appeal board as you envisage it.

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MR. MOFFAT: Well, sir, this gets us into the difficulty -- you see we are going to be cross-examined. If I had been on the stand first I think we could have dealt with it, but I think under the circumstances it might be better --

THE CHAIRMAN: Well, if you propose to discuss this later.

MR. MOFFAT: Yes.

THE CHAIRMAN: Very well.

MR. MOFFAT: But I thought we should not dismiss the opportunity of having on the record Mr. Gertler's comments on it, because he might not be available again.

MR. DAVIES: Was this exhibit 78E put together very hurriedly, Mr. Moffat, or was it in this form because it was a result of a lot of argument and discussion, maybe?

MR. MOFFAT: No, I^{don't}/think either one. As a matter of fact, it was prepared very carefully and was submitted to the city council, and made available to them to consider for some length of time, and then they approved it in its present form.

THE CHAIRMAN: Mr. Moffat, may I enquire of you a bit of a forecast as to how long your questioning will be?

MR. MOFFAT: One more subject only.

THE CHAIRMAN: One more.

MR. MOFFAT: I am not saying one question, just one more subject. I am watching that clock.

THE CHAIRMAN: I wanted to ask; the Commission has some questions to ask, and we have no expectation of finishing the examination of Mr. Gertler this afternoon,

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THE CHAIRMAN: (Cont.) but I was going to ask Mr.

Brownlee if he would wish to have that sometime?

MR. BROWNLEE: Mr. Chairman, I would be only too happy
if my questions to Mr. Gertler could be deferred.

THE CHAIRMAN: Well, I think there will not be time
enough for it this afternoon or the Commission's
questions, so when Mr. Moffat finishes the Commission
would like to have in the record the remark that
Mr. Gertler started to make on two occasions this
morning about the proposals of the Commission at
Ottawa.

MR. MOFFAT: Right.

THE CHAIRMAN: Which Mr. Steer's examination rather
crowded off the map just before adjournment, and I
had forgotten it after we reconvened, but we would
like to have that on the record, so will you carry
on, and then after that we will have Mr. Gertler if
he is prepared to make that statement then, and
then we will consider that we have come to the time
of adjournment.

MR. MOFFAT: Yes. Well, I will just be a minute, I
think. You quote the figures at several points in the
brief with respect to the increase in cost per capita
as a city grows in population. Supposing that this
city grows from its present two hundred thousand to
three hundred thousand, would you anticipate that
these increases per capita would be larger^{if}/there were
four municipal districts splitting up the area, or
would there be any benefit in terms of saving and
minimizing those increases if one area was administering

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MR. MOFFAT: (Cont.) the whole thing, one council was administering the whole thing?

A Well, that would depend on a lot of things, wouldn't it? It would depend on whether or not there was a duplication of certain facilities which could be centralized as a result of the dividing jurisdiction in the area, and I don't know if there would be that duplication, but if there were then the cost would be higher.

Q The cost would be higher if there were several authorities?

A Yes, if these several authorities duplicated facilities which might be presented by a central .

Q Well, would it be a fair summary of that to say then, that if there are four authorities it might go up more rapidly; if there is only one authority your chances of being able to control it are a little better?

A Well, yes, but you can only say might.

MR. MOFFAT: Thanks.

THE CHAIRMAN: Mr. McGruther, before I forget it, have you copies of one hundred thirty one E, did you say and that you proposed to distribute to the members of the Commission?

MR. McGRUTHER: On second thought, sir, I think you have them. I got a big supply from Mr. MacDonald and distributed something. I only have four left, so I think that you got them.

THE CHAIRMAN: Now, Mr. Gertler, would you be willing to do what you were going to do this morning?

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A Yes, certainly. Well, this is a quotation from the plan for the National Capitals General Report, 1950, prepared by Mr. Jacques Greber, who is the director of the National Capital Planning Service, and his staff, and it is their statement which is headed, "Delimitation of Future Urban Growth", and the quotation reads as follows: --

THE CHAIRMAN: Is this very long, Mr. Gertler?

A No, I won't take too long.

THE CHAIRMAN: I'm just thinking of Mr. Dyer, that's all.

A No, I think it would be possible to do it within a few minutes.

"The master plan says the maximum delimitation of the future urban extension within an area amply sufficient for a total population of 500,000 inhabitants,---"

"What is important is that, outside the limits so defined, there be maintained a rural belt, subject to control to the end of the Periphery of the urban area be protected against all undesirable or linear subdivisions or developments."

"This rural belt, the outer limits of which are also indicated, should be solely dedicated to agriculture, or to the establishment of larger properties. Public urban services cannot be assured within this rural belt and if residential groups must be constructed they should be reserved solely for agricultural workers."

"Exterior to the rural green belt and at a sufficient distance there from to insure the permanency of the rural frame to the future

THE GOVERNMENT OF CANADA

MINISTER OF INDUSTRY

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A (Cont.) "capital, other nuclei of populations could be established in the rural zone in the form of complete self-contained communities comprising from 20,000 to 25,000 inhabitants, similar to the towns of Buckingham P.Q., or Smith Falls in Ontario. The rural regions surrounding the Capital on both sides of the Ottawa River offer excellent road and railway facilities for exploitation and favorable development of this type of 'new cities' and satellites to the Capital". This is page 191.

THE CHAIRMAN: Thank you very much, Mr. Gertler.

Is that report available to the public?

A It is in the University of Alberta.

DOCTOR MAYO: Yes, we have made arrangements to get a copy for the Commission, sir.

THE CHAIRMAN: Yes, thank you very much Doctor Mayo.

Now, Mr. Massie, have you any statement for the Commission?

MR. MASSIE: Yes, Mr. Chairman, with respect to the hearings in Calgary starting next week, Canadian Industries Ltd., if it is convenient to the Board would like to appear at any time during the week of the 13th, if you think you are going that long.

THE CHAIRMAN: Oh, yes. We have every expectation of being there practically all of that week of the 13th, so --

MR. MASSIE: Could we say the 14th, sir?

THE CHAIRMAN: Or Monday?

MR. MASSIE: Tuesday would be more convenient, sir, if --

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THE CHAIRMAN: Very well. We gave you that option, so we will stand by it.

MR. MASSIE: Thank you very much.

THE CHAIRMAN: The 14th, Tuesday.

MR. MASSIE: Yes. Thank you, sir. It will not be necessary then to speak to it on the opening day, sir, in Calgary?

THE CHAIRMAN: No, that is the reason that we gave you this particular opportunity to avoid your having to go to Calgary.

MR. MASSIE: Thank you very much, sir.

THE CHAIRMAN: Thank you very much, Mr. Gertler. I think that's all the questions.

(The witness retires.)

THE CHAIRMAN: Mr. McGruther, I suppose no information has been given to the city or to the reportorial staff in Calgary as to the time of opening? Perhaps we should, for the first day open at 10:00 as usual and then make our announcement after.

MR. McGRUTHER: Yes.

THE CHAIRMAN: Thank you very much. Well, then this Commission adjourns its sittings in Edmonton until January 5th, 1955 .

(At this point the Commission is adjourned on the 2nd of December, A.D. 1954 , until the 5th of January, A.D. 1955.)

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THE CHAIRMAN: Very well. We have now the motion, as

we will stand by it.

MR. WATKINS: Thank you very much.

THE CHAIRMAN: The day, Tuesday.

MR. WATKINS: Yes, thank you, sir. It will not be

necessary for us to stand by it on the opening day.

Yes, sir.

THE CHAIRMAN: That is the reason that we have you this

morning opportunity to stand by it before we go to

Chicago.

MR. WATKINS: Thank you very much, sir.

THE CHAIRMAN: Thank you very much, Mr. Watkins. I think

that's all the questions.

(The witness retires.)

THE CHAIRMAN: Mr. Watkins, I suppose no information

has been given in the past or to the representative staff

in regard to the time of opening? Perhaps we

should, for the first day open at 10:00 on usual and

then make the arrangements later.

MR. WATKINS: Yes.

THE CHAIRMAN: Thank you very much. Well, then this

Commission adjourns its sitting in Boston until

January 2nd, 1952.

This is the final report of the Commission
is submitted on the 1st of
January, A.D. 1952, until the
1st of January, A.D. 1952.

